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A STUDY OF THE DEGREE OF IMPLEMENTATION OF RECOMMENDATIONS
PERTAINING TO THE SUPPLY, PREPARATION, AND
PAYMENT OF TEACHERS MADE BY THE
ALBERTA ROYAL COMMISSION ON
EDUCATION, 1959

by



G. R. MADDOCKS

A THESIS

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance a thesis entitled "A Study of the Degree of Implementation of Recommendations Pertaining to the Supply, Preparation, and Payment of Teachers Made by the Alberta Royal Commission on Education, 1959," submitted by G. R. Maddocks in partial fulfilment of the requirements for the degree of Master of Education.

ABSTRACT

This study was designed to investigate five general questions pertaining to recommendations on teacher supply, preparation and payment which were made by the 1957-1959 Alberta Royal Commission on Education:

1. At the time of the Commission, what were the principal areas of concern and the major issues with regard to teacher supply, preparation and payment?

2. Among what sections of the community was concern expressed, and what remedies were suggested by these various groups, organizations and individuals?

3. To what extent were the Commission's recommendations concordant with the views, policies and established practices of the various groups?

4. To what extent has implementation of the recommendations been achieved?

5. What were the factors thought to have been responsible for the success of some recommendations and the failure of others to achieve some degree of implementation?

The investigation was conducted within the framework of a conceptual scheme based on seven stages leading from the source of each recommendation through to its ultimate implementation or non-implementation. The factors thought to have been responsible for the implementation or non-implementation

of recommendations constitute the bulk of the study and its principal concern. Two parallel studies on recommendations contained in other sections of the Commission's Report were conducted concurrently with the present study. All three investigators used similar criteria in classifying recommendations according to their degree of implementation.

The study found that of the fifty-four recommendations, or sections of recommendations, eleven have been implemented in full, nineteen have been implemented in part, twenty-one have not been implemented, and three could not be classified.

The degree to which implementation occurred was found to depend upon many factors, the principal ones being (1) the extent to which the recommendations were supported by the groups to which they were directed, and by other groups, (2) whether implementation rested upon the outcome of negotiation or agreement among groups, (3) the perceived feasibility of implementation, (4) the capacity of groups to effect implementation and (5) whether implementation was already in effect, in whole or in part.

Conclusions intended to be of guidance to future investigating committees on education were made and several suggestions offered for future research into the contribution of Royal Commissions to educational change.

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CHAPTER 1

INTRODUCTION

Order-in-Council 2009/57 establishing the Alberta Royal Commission on Education (hereinafter referred to as the "Commission") was approved and ordered by the Honourable John J. Bowlen, Lieutenant Governor, on December 31, 1957. The Commission was instructed to conduct a comprehensive survey of elementary and secondary education in the province and ". . . to report thereon to the Lieutenant Governor in Council and to make such recommendations to the Lieutenant Governor in Council as the . . . Commissioners may in their discretion consider proper and advisable" (Commission Report, 1959:6). In particular, the Commission was instructed to study

- A. the aims and objectives essential to maintain a proper and adequate educational program;
- B. relative to the findings of A, above:
 - 1. curriculum,
 - 2. attainment, classification, and promotion of pupils,
 - 3. special services (guidance, provisions for gifted and handicapped, health services, and the like),
 - 4. types of school organization (centralized, composite, small high school, semester system, and the like),
 - 5. physical facilities (buildings),
 - 6. the quality and supply of teachers,
 - 7. the relationship of the educational system to the requirements of industry and the modern community,

8. the economics of education, excluding a detailed study of sources and distribution of funds (Clarke, S.C.T. 1960:9-10).

The first meeting of the Commission was held on December 30, 1957. In the two years of its activity, over sixty meetings were held, 189 briefs and 85 submissions were received and over 600 persons were interviewed. More than 5,000 recommendations were proposed. Numerous reports of other Commissions and committees from various parts of the world were studied, six major research projects and several minor studies were conducted, more than 100 consultants were called, and meetings held with the Manitoba and British Columbia Commissions on Education.

The Commission's Report (hereinafter referred to as the "Report") was presented to the Legislative Assembly of the Province on November 9, 1959. It consisted of a majority presentation signed by five of the Commissioners: Commissioners Cameron, Mowat, Hansen, Taylor, and Douglas, and a minority report submitted by the sixth member, Commissioner Cormack.

The Majority Report included 280 recommendations which were distributed over the whole frame of reference. They represented the Commission's consolidation, evaluation and synthesis of the great volume of information and opinion that had been collected during the course of the inquiry, and called for some substantial changes in many areas of public education within the Province of Alberta.

THE PROBLEM

The central problem to be investigated in this study was suggested by the observation that while many of the Commission's recommendations have been implemented, wholly or in part, many others have not been implemented. If in the evolution of educational change Royal Commissions are presumed to play a part, it would seem to be important to determine to what extent their recommendations have been implemented, and to understand the various processes and forces which came into operation to influence the fate of these recommendations. It was within the framework of these assumptions that an investigation was made into the forty-five recommendations which pertained to the supply, preparation and payment of teachers. The problem was stated in terms of the following questions:

1. At the time of the Commission, what were the principal areas of concern and the major issues with regard to teacher supply, preparation and payment?
2. Among what sections of the community was concern expressed, and what remedies were suggested by these various groups, organizations and individuals?
3. To what extent were the Commission's recommendations concordant with the views, policies and established practices of the various groups?
4. To what extent has implementation of the recommendations been achieved?
5. What were the factors thought to have been responsible for the success of some recommendations, and the

failure of others, to achieve some degree of implementation?

Further questions, more specific in nature, may be found in that section of this chapter dealing with Framework for the Collection of Data.

IMPORTANCE OF THE STUDY

Justification for the study may be found in the contribution which could be made to an understanding of one part of the process by which educational change is brought about. A knowledge of the various forces and factors which came into play to influence educational change in those areas designated by the Commission's recommendations on teacher supply, preparation and payment would seem to be important evidence on which future decisions for educational change in those areas might be based. Specifically, it is hoped that the findings of this study will prove to be of some benefit to future investigating committees on education, particularly with regard to the framing of recommendations.

CONCEPTUAL FRAMEWORK

The accompanying diagram (Figure 1) represents an attempt to illustrate the place and role of the Commission within the various societal forces, factors and institutions which surrounded it and influenced its operation. The Commission was called into being by the Government of Alberta for the purpose of investigating various aspects of education in the province wherein deficiencies were presumed to lie.

ROYAL COMMISSION RECOMMENDATIONS

VARIOUS SOCIAL, ECONOMIC, POLITICAL AND
EDUCATIONAL CONDITIONS PROMPT CERTAIN

1

GROUPS, ORGANIZATIONS AND INDIVIDUALS TO MAKE
SUBMISSIONS TO

2

THE ROYAL COMMISSION, WHICH THEN MAKES
VARIOUS

3

RECOMMENDATIONS FOR EDUCATIONAL CHANGE. THESE
RECOMMENDATIONS ARE DIRECTED TO CERTAIN

4

GROUPS, ORGANIZATIONS OR INDIVIDUALS WHOSE
RESPONSIBILITY IT IS, OR IS SEEN TO BE, TO
IMPLEMENT THEM. THESE VARIOUS GROUPS MAY

5

CONSIDER THE
RECOMMENDATIONS,
IN WHICH CASE
DECISIONS MAY BE MADE TO

DISREGARD THE
RECOMMENDATIONS

6

APPROVE OF THE
RECOMMENDATIONS IN
PRINCIPLE, WHICH MAY
RESULT IN

WITHHOLD GIVING
APPROVAL IN PRINCIPLE,
WHICH COULD MEAN THAT
THE RECOMMENDATIONS
ARE EITHER

IMPLEMENTATION IN PART
(CIRCUMSTANCES
PERMITTING)

REJECTED

OR

7

OR
IMPLEMENTATION IN FULL
(CIRCUMSTANCES
PERMITTING)

KEPT UNDER
CONSIDERATION

Figure 1. Conceptual Scheme

Furthermore, the Commission was charged with the responsibility for making recommendations whereby any such deficiencies might be removed. As recommendations are assumed to be made in response to a felt need which could exist and be given expression among any number of groups and individuals within the educational community or in the wider society, it was thought that any one recommendation or group of recommendations could be properly considered only in relation to the following:

1. the political, social, economic and educational conditions which prevailed in the province at the time of the Commission, and which might have given rise to the presumed deficiencies;
2. the various individuals and groups which had become aware of what they thought were deficiencies, and had given expression to their opinions through writings, at meetings, conferences or conventions, and in their various briefs and submissions presented to the Commission;
3. the Commission's thinking on the many issues and problems brought to its attention by others, or revealed in the course of its own investigations, and which resulted in the framing of the recommendation, or group of recommendations;
4. the nature of the recommendation itself, with respect to its clarity of definition, prescription and direction;
5. the groups or individuals to which the recommendation or group of recommendations was directed, or was seen to be directed;
6. the response of these groups or individuals to the

recommendation or group of recommendations; and

7. the events which subsequently occurred, and the factors which came into operation to determine the success or failure of the recommendation or group of recommendations to achieve the status of implementation, in part or in whole.

Each of these considerations corresponds with one of seven levels in the conceptual scheme shown in Figure 1.

The process of implementation is seen to consist of several stages. At the first stage the recommendation requires consideration by the various groups which at the time believe it to have some relevance to their raison d'etre or see it to lie within the jurisdiction of their field of operation. Groups which see the recommendation to lie outside their field of concern or beyond their jurisdiction are unlikely to give it consideration. At the stage of consideration, approval in principle is given if the recommendation, or part of the recommendation, is seen to be consistent with the goals, values, policies and established practices of a group, and if it is thought that its implementation would be likely to further the cause of that group. The recommendation, or part of the recommendation, is not approved in principle if it is seen to be inconsistent with the goals, values, policies and practices of a group, and if its implementation is thought would be injurious to the cause of that group. Rejection at this stage implies strong disapproval; still under consideration implies that under the circumstances prevailing at the time approval cannot be given.

Among the groups approving of the recommendation in principle are those which see themselves, either individually or acting in concert with others, as responsible for putting the recommendation into effect. At this stage unfavourable circumstances might delay implementation, or make it possible for certain parts only of the recommendation to be put into effect. Implementation in part occurs when it is not possible or feasible to implement the whole of a recommendation at once; implementation in full occurs when it is possible. Criteria used for categorizing recommendations into the above classifications are described in greater detail in a later section of the chapter.

COLLECTION AND TREATMENT OF DATA

Collection of Data

A substantial portion of the data was obtained in semi-structured interviews with persons who were associated with educational groups at the time of, and since, the Commission. Interviews were tape-recorded and transcribed. Additional information was obtained through further interviews or by means of telephone conversations. Those from whom information was sought are listed hereunder:

Department of Education Personnel

Dr. T.C. Byrne, Chief Superintendent of Schools (1957-1966), Deputy Minister of Education, (1966-).

Dr. R.E. Rees, Chief Superintendent of Schools.

Mr. C.C. Merkley, Chairman, Students' Assistance Board.

Mr. J.I. Sheppy, Registrar.

Mr. A. Clarke, Evaluation Officer.

Mr. C.W. Kellner, Secretary, Students' Assistance Board.

Faculty of Education Personnel

Dr. H.T. Coutts, Dean of the Faculty.

Dr. G.L. Mowat, Chairman, Department of Educational Administration; Vice-Chairman of the Royal Commission on Education.

Professor W. Pilkington, Associate Dean, Faculty of Education.

Alberta Teachers' Association Personnel

Dr. S.C.T. Clarke, Director of Summer Session and Evening Credit at the University of Alberta; formerly Executive Secretary of the Alberta Teachers' Association (1959-1968).

Mr. T.F. Rieger, Teacher Education and Certification Officer; past President of the Alberta Teachers' Association (1963-1964).

Alberta School Trustees' Association

Dr. D.A. Girard, Executive Director

Mr. T.C. Weidenhamer, Executive Secretary

Mr. L.G. Young, Head, Economics Section

Edmonton Public School Board Personnel

Mr. J. Lummis, Personnel Officer

Teachers' Retirement Fund Personnel

Miss C.E. Berry, Assistant Secretary-Treasurer.

In addition to the information gained through interviews, data were obtained from various documentary sources, notably the Report of the Alberta Royal Commission; the files of the Commission located at the Department of Education; briefs submitted to the Commission located at the Education Library of the University of Alberta and at the Department of Education; publications of the Alberta Teachers' Association, the Alberta School Trustees' Association, the Alberta Federation of Home and School Associations, and various unpublished papers made available for the most part by interviewees. A complete listing of all documentary sources is found in the list of references.

Framework for the Collection of Data

The following series of questions was prepared in advance to provide a framework within which data relative to each recommendation could be collected, whether during interviews or in examination of printed material.

1. What were the conditions--social, political, economic, educational--which might have given rise to this recommendation or group of recommendations?

2. Was this recommendation suggested in any of the briefs? Had it been part of the policy of any group prior to the Commission?

3. What were the reasons given by the Commission for making this recommendation? Did the Commission conduct research on the topic of the recommendation?

4. How was the recommendation expressed?

5. To what group or groups was the recommendation directed, or seen to be directed?

6. What was the response to this recommendation among the various educational groups? What groups approved it in principle; rejected it; disregarded it; or deferred it?

7. To what extent has implementation occurred? Where implementation has occurred, (a) how was implementation effected? (b) by what group or groups was it effected? (c) what are the factors thought to have been responsible for the implementation?

Where implementation has not occurred, (a) is the recommendation still viable? (b) is there any doubt or ambiguity over the question of responsibility for implementation? (c) has opposition, expressed or implied, prevented implementation? (d) if approved in principle, what is delaying implementation? (e) if still being considered by any group, what is delaying a decision?

Criteria for Assessing Degree of Implementation

This thesis was one of three parallel studies conducted concurrently in 1970 on recommendations of the Commission. One important consideration which was discussed among the three researchers (Daloise, D.D., Wilcer, A., and Maddocks, G.R.) during the course of preparation for their studies was the question of criteria by which recommendations might be categorized in terms of degree of implementation. The criteria subsequently adopted by all three are defined hereunder.

Implementation of a recommendation was said to have occurred when the practices intended by the recommendation were seen to be wholly, or to some degree in accord with actual practices in 1970 as revealed by the investigation.

Implementation in full was said to have occurred

when the practices intended by the recommendation were seen to be in full accord with actual practices in 1970. An example is provided by recommendation 146 which stated:

That the B.Ed. degree or its equivalent be the requirement for permanent certification of elementary and secondary school teachers.

This recommendation was implemented in full by regulations governing the Certification of Teachers, effective from September 1, 1968, for students entering the Faculty of Education at that time.

Implementation in part was said to have occurred when practices intended by a recommendation were seen to be in less than full accord with actual practices in 1970. In this category were placed (1) those recommendations for which implementation was deemed to be a continuous process, in which cases implementation could never be complete, and (2) those recommendations for which implementation was deemed to be proceeding towards a certain objective as defined by the recommendations. An example of continuous implementation is seen in recommendation 133 which stated:

That proficiency in both oral and written English be stressed in teacher selection and in teacher education.

While it can be demonstrated that proficiency in oral and written English is taken into account in both teacher selection and teacher education in the Faculty of Education at the University of Alberta, it cannot be determined to what degree such proficiency is stressed. Implementation in part can be demonstrated; implementation

in full cannot.

As an example of a recommendation which defined an objective towards which implementation appears to be proceeding, recommendation 140a stated:

That the minimum requirement for all teachers be four years of university work, including a degree.

When this recommendation was made, in 1959, the minimum requirement for elementary and junior high school teachers was one year of university work; for teachers of grades IV-XI it was two years, and for teachers of all grade levels from I to XII it was three years. Regulations governing certification were changed in 1962 to increase the minimum requirement to two years of university work for elementary and junior high school teachers. In 1968 further changes made the minimum requirement for all teachers three years of university work. Implementation of this recommendation has thus proceeded, through stages, towards the objective of a minimum of four years of university work for all teachers. At the present time (1970) this objective has not yet been reached.

Among recommendations which have not been implemented, rejection of a recommendation was said to have occurred when existing practices or policies of a group or groups which prevented implementation or which failed to take action to implement the recommendation were seen to be contrary to the intent of the recommendation. Where recommendations were classified as being under consideration, the practices and policies of the group or groups which prevented implementation,

or which failed to take action to implement the recommendation, while not actually contrary to the intent of the recommendation, were seen to be in some way incompatible with the intent of the recommendation under the circumstances then prevailing. Recommendation 154 was classified as rejected because it was seen by the Faculty of Education to be contrary to its policies and practices regarding the granting of credit to people with teaching experience in non-school situations. Recommendation 136a was classified as being under consideration because the Faculty of Education, while not actually opposed to the principle of selection by the use of interview teams, was of the opinion that as suitable criteria for selection procedures had not been developed, implementation of this recommendation was not feasible.

Where recommendations were classified as not considered it was apparent that they were no longer relevant to the educational scene.

DELIMITATIONS OF THE STUDY

The study was delimited to a consideration of those recommendations contained in Chapters 22, 23, and 24 of the Report. These chapters contained all the recommendations dealing specifically with problems of teacher supply, preparation and payment. The study was delimited in this way largely through personal preference of the researcher to work in those areas, but also because two other investigators were conducting similar enquiry into certain other chapters

of the Report.

LIMITATIONS OF THE STUDY

The study was limited by the numbers of persons it was possible to interview in the time which was available. In some cases the researcher was obliged to rely upon only one interviewee for data pertaining to certain sections of the study. Wherever it was possible to do so, verbal statements were checked against documentary evidence.

Most of the data used in this study were collected in interview situations from persons who were often forced to rely upon their memories in describing events which occurred at the time of and subsequent to the Commission. Accuracy in recalling detail over a twelve year period might not always have been achieved. In addition, where opinions on the causes and effects of certain happenings were sought, interpretations were influenced by personal perceptions of the interviewees. Wherever possible, statements of opinion were checked for consistency among a number of interviewees.

A further limitation was imposed by the apparent loss of certain data, notably an extensive card-index system of briefs and transcripts held in the Commission's files at the Department of Education.

OVERVIEW OF THE THESIS

Chapter 2 reviews the educational conditions which

prevailed in Alberta during the late 1950's and which presumably gave rise to recommendations for change in teacher supply, preparation and payment.

Chapters 3, 4 and 5 treat in detail the recommendations in chapters 22, 23 and 24 of the Report. These recommendations are considered under the various Report sub-headings. In some cases, where groups of interdependent recommendations occur, these are dealt with as for a single recommendation. The discussion follows as far as possible the broad outline in Figure 1. This discussion, which endeavors to provide answers to those questions already posed, occurs under the headings (1) Sources of the Recommendations, (2) The Commission's Recommendations, (3) Nature of the Recommendations, (4) Extent of Implementation and (5) Significant Factors.

Chapter 6 contains a summary of the major findings of the study and some conclusions.

THE PRINCIPAL EDUCATIONAL GROUPS

As much of the discussion in the pages which follow has reference to one or more of a number of different educational groups, organizations and institutions (hereinafter termed collectively "groups"), a brief description of the principal ones among them is provided hereunder:

The University of Alberta. At the time of the Commission, the only university in the Province, with branches in Edmonton and Calgary. The University of Calgary is now an independent institution.

The Faculty of Education (hereinafter designated the "Faculty"). One of the faculties of the University of Alberta. All teacher education programs at the time of the Commission were provided by the faculties of Education within the University of Alberta's branches in Edmonton and Calgary.

The Alberta Teachers' Association (hereinafter designated the "ATA"). The professional organization of teachers in the Province of Alberta. All teachers in Alberta schools are members of the ATA.

The Alberta School Trustees' Association (hereinafter designated the "ASTA"). A Provincial association representative of all School Boards. Membership of the Association is not compulsory, and ASTA policy is not binding on individual boards.

The Alberta Federation of Home and School Associations (hereinafter designated the "AFHSA"). Representative of Home and School Associations in the Province of Alberta, and consisting of lay persons devoted to the welfare of education.

The Board of Teacher Education and Certification (hereinafter designated the "BTEC"). This board acts in an advisory capacity to the Minister of Education and the Presidents of the Universities on all matters pertaining to the training and certification of Alberta teachers. In 1959 it consisted of sixteen members, five each from the Department of Education and the University of Alberta, and three

each from the Alberta School Trustees' Association and the Alberta Teachers' Association. The Chairman is usually the Chief Superintendent of Schools. Since the Commission, membership has increased to twenty-two: the Chairman, four members each from the Department of Education, the Alberta Teachers' Association and the Alberta School Trustees' Association; three each from the Universities of Alberta, Calgary and Lethbridge.

The Alberta Committee on Teacher Recruitment and Retention (hereinafter designated the "ACRR"). Formed in 1955, at the instigation of the AFHSA, and consisting of representatives of the following organizations:

Alberta Federation of Agriculture

Alberta Association of Chamber of Commerce

Alberta School Trustees' Association

Alberta Federation of Labor

Alberta Federation of Home and School Associations

Farm Women's Union of Alberta

Junior League of Calgary

and consultants from:

The Alberta Teachers' Association

The Department of Education

The Faculty of Education, University of Alberta.

This committee disbanded following the Commission.

CHAPTER 2

ORIGINS OF THE COMMISSION'S RECOMMENDATIONS

PREVAILING CONDITIONS

In a parallel study Daloise (1970) described the forces and conditions thought to have been influential in ordering the Commission. The increasing industrial prosperity of Alberta had not succeeded in solving many of its educational problems, one of the chief among them being the serious shortage of qualified teachers, and public criticism was widely expressed. This criticism heightened with the realization that the Western World lagged behind Russia in certain technological fields, as people tended to ascribe this inferior position to an inefficient education system. In Alberta, as elsewhere throughout the North American continent, the public clamor took on political overtones. The Government of Alberta responded by appointing the Royal Commission on Education.

THE EDUCATIONAL SCENE

Economic Prosperity and Education

For ten years before the Commission, Alberta's manufacturing, mining and construction industries had been

expanding; at the same time its agricultural output had remained relatively stable. Among the consequences of this changing economic base were a general movement of the population from rural to urban centres, a tendency among students to remain longer at school, and a rapid increase in urban school enrolments. Among the emergent problems in Albertan education, the most pressing were those caused by a grave shortage of qualified teachers. At the time of the Commission many people were aware of the need for a vastly improved teaching force. In commenting on this public concern the Commission wrote:

The public seemed to feel that improvement in this area would contribute more to a higher standard of education than any other factor (Report 1959:11).

A brief survey of the state of Alberta's teaching force at the time of the Commission may serve to focus on those aspects where improvement was thought to be most urgent.

The Teacher Shortage

The extent to which Alberta suffered from a shortage of teachers at the time of the Commission was indicated in the 1958 Report of the Department of Education:

The shortage of properly qualified teachers in the junior and senior high school field was very acute. One superintendent pointed out that because of this shortage the school division was forced to curtail the high school programs in some centers. Another said that the quality of teaching had deteriorated in the high school field. Several stated that because of the shortage it was necessary to close some of the small high schools and to transport the pupils to larger centralizations. In most areas very few teachers could be transferred from the elementary to the junior and senior high school field as

those who were qualified for teaching in the upper grades had already been so transferred. Factors contributing to the shortage seemed to be such as the following: the rapid increase in the high school enrolment, the movement of well-qualified personnel from divisions and counties to cities, the almost complete lack of local personnel properly qualified to offer instruction in the upper grades, and the desire of most teachers whether experienced or inexperienced to teach in the elementary grades . . . (1958:20-21).

Qualifications of Teachers

In 1957-1958 basic certification to teach in Alberta's elementary schools required a single year of teacher training following a high school diploma with passes in three grade XII subjects. These minimum qualifications were the highest qualifications held by 22 percent of Alberta's certificated teachers (Report:180). Only 25 percent of the certificated teaching force in 1957-1958 had completed four or more years of professional and academic preparation beyond high school. In the cities, the median number of years of training for teachers was 1.7 years; outside the cities it was only 1.0 year. In addition, 781 persons (8.2 percent of all teachers) were teaching with Letters of Authority; that is, they were permitted to undertake classroom instruction even though for the most part they had failed to obtain Alberta's minimum certification requirements (Report, 1959: 180). Many people at the time believed that the minimum certification requirements of one year's teacher training following a high school diploma were inadequate preparation for teaching in Alberta's schools, even at elementary level, and that these relatively low standards for certification

failed to attract and retain in the profession the most competent students. There was, however, a serious shortage of teachers, and this placed the Minister of Education and the Department in a difficult position. Would an insistence on higher standards for admission to teacher training programs, and the extension in length of these programs as a requirement for basic certification result in a smaller intake of candidates for teacher training?

Professional Preparation and Certification

When the Government of Alberta placed all teacher training under the jurisdiction of the University of Alberta in 1945, the BTEC asked the University to continue to provide the Normal School One-Year Program leading to certification to teach in elementary and junior high schools. As the Department of Education retained control over certification, it was able to exercise a considerable degree of control over the type of programs offered by the University. At the time of the Commission, the Department issued interim certificates to teach at the end of one year of training (the Junior Elementary Certificate), two years (the Standard Elementary and the Standard Secondary Certificates) and three years (the Professional Certificate). The Professional Certificate was also granted to graduates of other faculties on the completion of a special one-year professional program. The University was therefore obliged to provide terminal programs of one, two and three years' duration, depending upon the grade levels for

which students were prepared to teach. The Interim Certificates were made permanent after their holders had completed two years' successful teaching in the schools of Alberta and had been recommended for permanency by an Inspector of Schools. Much of the criticism of teacher qualifications was directed specifically at the Department's policy of certificating at the end of a single year of teacher preparation, especially as entry to the Junior Elementary Program could be gained with less than full matriculation (a high school diploma and "B" standing in grade XII English, Social Studies and one other subject, with a 60 percent overall average) (Report, 1959:176). Although the One-Year Program had been introduced in 1945 ostensibly as a temporary measure, at no time had teachers been required to spend more than a single year at the University before being certificated to teach in the elementary and junior high school grades. For a short period (1950-1954) the minimum requirements for certification were raised to two years, but as trainees were permitted to teach at the end of the first year on Temporary Licences, this two-year certification requirement was in practice only a "paper" qualification (Report, 1959:175).

In 1954, the Temporary Licence was replaced by the one-year Junior Elementary Certificate which could be gained not only after a single year in the Faculty of Education, but also through the Emergency Teacher Training Plan, which provided the same program (except for student teaching) as the Junior Elementary (Coutts:1970) in three six-week summer

sessions, after the first of which trainees could enter the schools to teach under Qualification Statements (Report, 1959:175). The Emergency Teacher Training Program was discontinued after three years, but the Junior Elementary remained, and continued to attract more students than any other program provided by the Faculty. In 1958, the Faculty offered three separate programs of professional education, (1) the Junior Elementary of one year, (2) the B.Ed. program of four years and (3) the special one-year program for graduates of other faculties. Enrolments at the Faculty during 1958-1959 were as follows:

Junior Elementary	488
B.Ed. first year	295
B.Ed. second year	281
B.Ed. third year	71
B.Ed. fourth year	77
One-year program for graduates	100

Corresponding figures for certification in 1959-60 excluding re-issued certificates and certificates granted to teachers from outside the Province were:

Junior Elementary Interim	465
Standard E Interim	48
Standard S Interim	322
Professional Interim	117

(Department of Education Annual Reports, 1959:87-88; 1960:106-107).

From the foregoing figures it will be seen that about

half of the teachers entering Alberta's schools in 1959 held no better qualification than the Interim Junior Elementary Certificate.

The Relationship between Quality and Quantity

The Government's retention of the Junior Elementary Certificate during the time of teacher shortage was not to be taken as an indication that the Government was opposed in principle to requiring longer periods of professional preparation. Coutts stated that the Government would never have placed teacher education under the control of the University if it had not believed in longer periods of training (Coutts:1970). Nevertheless, there were conflicting views over the way in which the teacher shortage could be relieved. By retaining the Junior Elementary Certificate, the Government demonstrated its belief that it was better to ensure an adequate supply of teachers, at least at elementary level, before measures could be taken to improve their general level of professional preparation. The professional groups took a different viewpoint. In 1956 the President of the ATA stated:

Alberta will need 1000 teachers a year for the next five or six years. In 1954 the Faculty of Education enrolment was 549. Where are the rest to come from? We contend that raising standards will attract more people, raise professional prestige, and retain some of the seven or eight hundred who leave annually (Alberta Home and School News, 1, 3, 1956:4).

This view, that by raising standards people would be attracted to, and retained in the profession, was shared by the Faculty and by the ACRR. In 1957 Coutts released some

statistics which showed that of all students who entered the Faculty in 1952-1953, only 40 percent of the Junior Elementary group and 45 percent of the B.Ed. bound group were still teaching, but 75 percent of those who had obtained Professional Certification were still in the service (ATA Magazine, May, 1957:7). These figures seemed to bear out the contention that longer periods of professional preparation were related to retention, although as Coutts pointed out the evidence was far from clear.

The ACRR submitted a brief to the Minister in 1956 in support of requiring a degree for permanent certification (Brief of the ACRR, 1958:1). Although the Minister dismissed that proposal as "unworkable" he did give qualified support for raising admission requirements to the Junior Elementary Program to full matriculation (ATA Magazine, November 1956:4). The Minister was not opposed to the principle of higher standards; but he was not prepared to introduce measures which might aggravate the already serious teacher shortage. This was the position adopted also by the ASTA. At the Annual Convention of the Association in 1956 a resolution was passed which recommended that the six-week Emergency Teacher Training Plan be continued until the schools were adequately staffed (ATA Magazine, December 1956:47).

Related Issues

Issues related to the problems of attracting well-qualified people into the profession and of retaining them in the profession, were those concerned with salaries,

methods of recruitment, financial assistance to teacher trainees, working conditions and the status of the profession as a whole.

1. Salaries. Salaries paid to teachers in 1957-1958 were, in comparison with other professional salaries, considerably depressed, and unable to attract sufficient numbers of well qualified people into the profession. The Commission's investigations revealed that the average teacher salary was below that of the average wage earner in Canada, at a time when 80 percent of the Canadian work-force was unskilled (Mowat:1970).

2. Recruitment. Faced with a continued teacher shortage, some school boards, especially those in outlying areas, had adopted policies of recruitment which tended to "pressure" students into teaching. The Commission made reference to these policies in the following way:

Too often the objective has been that of securing personnel for teaching who otherwise would not only be unaware of the opportunities but indeed have no real desire to teach (Report, 1959:184).

The Commission apparently believed that these recruitment procedures had succeeded in placing many unsuitable people into the profession.

3. Financial assistance to students. Bursaries and grants were available to teachers-in-training. Up to 1959 the Provincial Government had participated with school boards in providing School Board bursaries to the value of \$300, largely as a recruiting device. The Government also provided grants in the form of remission of fees to all students in

their first and second years of training, and bursaries to the value of \$200, where School Board bursaries were not held, to students in their first year and in the second year of the Standard S program. No financial assistance was given students who wished to proceed beyond the second year of the B.Ed. program. The whole program of student assistance appeared to operate to encourage students to take the shorter teacher education programs, the Junior E, the Standard E and Standard S programs.

4. Status of the profession. The Commission believed that the public impression of the ATA was that the teachers' attitude was that of a trade union (Report, 1959:192), which detracted from the potential influence upon education of the profession as a whole. This impression was unlikely to encourage young people to select teaching as their vocation. In addition, other factors which might have militated against the profession's being accorded a high status were those already referred to: its sub-matriculation entrance requirements, its modest certification requirements, the recruitment policies adopted by some school boards, and the generally depressed salaries paid teachers at that time.

5. Working conditions. The Commission believed that the same conditions which would make the profession attractive to recruits would also serve to make it attractive to practising teachers. These conditions have already been mentioned: improved standards, improved salaries and higher status. In addition, working conditions in the schools were seen to have

some relevance to the matters of recruitment and retention. At the time of the Commission such factors as pupil-teacher ratios, teaching loads, clerical and supervisory assistance were, in the opinion of many people, in need of improvement. Other aspects of teaching which would be likely to enhance the attractiveness of the profession to recruits and practising teachers alike were opportunities for continuing and in-service education, including sabbatical leave, adequate pensions and other benefits, and the provision of suitable accommodation in rural areas.

The Tasks of the Commission

The principal tasks of the Commission, with regard to teachers and teacher education, were stated in the detailed frame of reference. The Commission was asked to inquire into:

- (6) The quality and supply of teachers.
 - (a) Entrance requirements
 - (b) Facilities and programs for teacher education
 - (c) Certificates and certification requirements
 - (d) In-service education
 - (e) Factors relating to the recruitment and supply of teachers
 - (f) The distribution of teachers between urban and rural schools
 - (g) Financial aid to teachers in training (Report, 1959:5).

From the immense volume of opinion and comment assembled by the Commission, careful classifications were made and the information categorized into (1) the matters

over which the public expressed the greatest concern, and (2) where remedies were suggested, what those remedies were (Mowat:1970). Following that process, the Commissioners faced the task of evaluating the many suggestions and of arriving at recommendations for inclusion in the Report. In doing this they called in many outside consultants and relied heavily upon several research studies which had been conducted for the Commission. The final recommendations however represented the collective judgement of the five Commissioners who signed the Majority Report. They did not seek simply to read solutions to problems from the proposals given them (Mowat: 1970). Nevertheless, many of the Commission's recommendations were, in some important details, identical with certain submissions made to the Commission by various educational groups and organizations. This was to be expected. In the discussion which follows, where it is found that recommendations were suggested to the Commission by certain groups, these groups will be identified as sources of those recommendations. Where no such relationship is evident, the Commission itself will be identified as the source. This distinction was thought to be important to the analysis in reaching conclusions about the possible influences brought to bear by the various groups on the process of implementation of these recommendations.

In reaching decisions about sources of the recommendations, extensive use was made of a Classification of Briefs and Transcripts compiled by Dr. A. F. Brown for

the Commission. Although it was not possible in all cases to identify submissions made to the Commission with the actual groups which made the submissions, sufficient information was provided to allow the researcher to turn to the original briefs to ascertain the exact sources.

Chapter 3

THE SUPPLY OF TEACHERS

A study conducted for the Commission by MacArthur and Lindstedt (1958) demonstrated that in 1957 Alberta was seriously deficient in both the quality and supply of its teachers. The Commission took the view that this was a twin problem which could be solved only by the requirement of higher standards for entrance to teacher education, of professional preparation, and for basic certification. The Commissioners therefore first directed their attention to the matter of selection for teacher training, and to the related problems of recruitment and retention.

SELECTION

Sources of the Recommendations

Academic requirements. On the question of academic requirements for admission to the Faculty of Education, the Faculty itself, the ATA, the AFHSA, and the ACRR recommended that admission requirements to the one-year teacher education program be raised immediately to the matriculation requirement for admission to the Bachelor of Education program. The Brief of the Calgary Branch of the Faculty directed its attention principally to the shortcomings of the Junior

Elementary program in all its aspects, but particularly to its sub-matriculation entrance requirements. This brief confirmed an Edmonton finding that over 70 percent of the students entering the Junior Elementary Program had availed themselves of the sub-matriculation requirements allowed in that route, and deplored the fact that elementary teachers with less than matriculation standing could teach for as long as three years in the schools of Alberta--or longer, in cases where Interim Certificates were extended by the Department of Education (Brief 1958:2).

The ASTA was circumspect on the question of entrance requirements. Their caution was probably based on the belief that sudden changes might make their task of staffing the schools a more difficult one. As long as an adequate teacher supply was assured, however, the Association was prepared to investigate the possibility of raising entrance requirements:

While there might be some who would gladly accept an immediate and extensive "break-through", letting the chips fall where they may, this should not be too severe or radical at the outset. For the time being it might be well to give attention to the following considerations:

(1) A gradual program of stiffening of entrance requirements.

(2) A more careful screening of students seeking admission to the Faculty of Education (Brief 1958:20).

The official ASTA view was by no means supported by all member boards. Some boards, presumably those experiencing relatively little trouble in recruiting staff, supported the immediate raising of entrance requirements. These boards were: Crowsnest Consolidated School District, Lac Ste. Anne School Division, Two Hills School Division, Lacombe School

Division and the Coleman School District (ASTA Brief 1958:23-27).

Only one group, the Farmers' Union of Alberta District 1, Grande Prairie, took the view that admission requirements were already high enough (Classification:81).

Non-academic criteria. Of as much concern to some groups as the question of academic standards was the vexed question of employing non-academic criteria in selecting students for teacher training programs. The ATA Brief (1958:40) claimed that

a continual selection and guidance procedure should be adopted prior to and during the teacher education program of candidates for certification, with consideration being given to some or all of the following devices in addition to academic standing: estimates of moral and emotional stability, a health examination, a speech test, principal or counsellor personal-inventory, the results of an interview by a board which should include a competent teacher, and performance in student teaching.

Selection was seen by the ATA to be a continual process, extending throughout the period of professional education.

The AFHSA recommended personality ratings and interviews to evaluate the quality of students for teaching, and the ACRR suggested that research on the best methods of selection should be immediately undertaken, with a view towards gradual implementation of selection procedures involving such factors as mental and physical health, personality and character (Brief 1958:5).

The Faculty Brief (1958:7) was guarded in its statements on the matter of non-academic criteria to be used in

selecting students for teaching. It acknowledged that too many unsuitable persons were allowed to enter the Faculty, and once in were allowed to remain to continue their teacher education careers, but pointed out that there were many difficulties in arriving at suitable criteria and effective methods, not the least of which was the possibility of legal complications in selection procedures employing personality ratings or assessment. The Faculty urged careful examination of selection procedures in other places where non-academic factors were taken into consideration before any attempt was made to implement them in Alberta.

Higher standards of English. A brief from the Calgary branch of the Faculty emphasized the need for higher standards in English among students entering teacher education programs. The brief claimed that over 40 percent of students admitted to the Junior Elementary Program held grade XII credits in English 30 with marks between fifty and sixty percent. It recommended that

as a means of raising the level of competency in the English language among teacher-trainees, a mark of not less than 60% should be required in English 30 in the case of all applicants wishing to enter teacher education programs in this province . . . (1958:5).

Relationship between entrance standards and teacher supply. The Dean of the Faculty, in discussing with the Commissioners the question of admission requirements, is reported to have stated that the Faculty had never been given the opportunity to prove its hypothesis that the teacher shortage could be relieved by increasing standards of

admission and training. The Edmonton Journal reported part of the discussion thus:

Senator Cameron asked Dr. Coutts what would happen if a year from now the Faculty of Education programs were restricted to students with high school senior matriculation, as suggested in the faculty brief. Initially, Dr. Coutts replied, it would cut down the number of candidates admitted.

However, the Dean added, he had another unproven belief that if high school students were told in advance that they would have to reach a higher goal they would attempt to reach it (Edmonton Journal May 3, 1958:12).

The Commission's Recommendations

The Commissioners took the view that the requirement of high standards for entrance to teacher education was an effective and defensible approach to the problem of teacher shortage (Report 1959:182). They thus found themselves in agreement with those groups which in their briefs had recommended full matriculation for entry to teacher training. The acceptance of students with less than full matriculation into teacher training programs was a practice that could not be justified, particularly as matriculation was available to "virtually every Alberta student who had the will and ability . . ." (Report 1959:182).

The Commission's position was graphically described:

It comes as a distinct shock . . . to find that more than 70 percent of the students enrolled in the one-year teacher-training program possess less than the matriculation standard. These persons are sub-matriculants. They failed to present the six examination subjects, or failed to obtain the 60 percent average, or both. Almost all of them are granted the privilege of teaching in the classroom. Furthermore, this one-year group provides the largest annual source of Alberta teachers. As a consequence, the proportion of teachers having complete

matriculation in Alberta is one of the lowest in Western Canada--and is getting lower. The point is this: present selection procedures thrust into the classroom persons of mediocre ability, poor study habits, or uncertain vocational aims. They may also, when combined with recruitment pressures, tend to induce students of good ability into teacher training before they are ready (Report 1959:183).

Recommendation 131. THAT ALL ENTRANTS TO THE FACULTY OF EDUCATION POSSESS COMPLETE ALBERTA MATRICULATION OR ITS EQUIVALENT, INCLUDING THE ACADEMIC MATHEMATICS AND SCIENCE COURSES THROUGH THE GRADE XI LEVEL.

Nature of the recommendation. The Commission's intentions with regard to the first section of this recommendation are clear; however, on the matter of Grade XI mathematics and science courses their intentions are somewhat obscure. A complete Alberta matriculation in 1959 was a high school diploma with "B" standing or higher in certain required courses, depending upon the Faculty to which one applied for admission, and an average in those courses of at least 60 percent. For admission to its B.Ed. program the Faculty of Education at that time required "B" standing in (1) English 30, (2) Social Studies 30, (3) four from among Mathematics 30, Chemistry 30, Physics 30, Biology 32, French 30, Latin 30, German 30 and Music 30 (University of Alberta Calendar 1959).

Complete matriculation, thus defined, consisted of "B" standing in six grade XII subjects with an average on the six of 60 percent. Admission to all other faculties of the university at that time required at least six grade XII subjects.

Examination of the matriculation requirements for entry to the B.Ed. program at the Faculty reveals that in practice practically every student meeting these requirements would have studied some mathematics and science at grade XII level. The combination of three languages and music would have been quite unusual. Most students in fact would have taken only one or two subjects from this entire group, leaving at least two or three to be taken from the mathematics and science group. In practice, the recommendation was already in effect for the B.Ed. students.

This recommendation was directed principally to the Minister of Education, as only he was able to make adjustments to the admission requirements for Junior Elementary teacher training.

Extent of implementation and significant factors. By the time the Commission's Report had been released, the Minister had already increased admission requirements for the Junior Elementary Program from three to four grade XII subjects, with an average of at least 60 percent. These new regulations took effect on September 1, 1959. It was evident that the Minister intended, even before the Commission, to increase Junior Elementary admission requirements, in stages, to senior matriculation. The 1958 Report of the BTEC made this clear:

Of particular importance was the agreement of the Minister to the recommendation of the Board that the minimum admission standards to the one-year program (Junior E) be raised by one Grade XII subject.
 . . . Providing that circumstances will permit, this revision is intended as a move in the direction of

requiring senior matriculation for admission to all programs of teacher education (Report of the Department of Education 1958:77).

Among the circumstances which might have influenced the Minister to agree to further increases in admission requirements, would have been the assurance of continued increases in enrolments at the Faculty. In the 1959-1960 university year, when the four-subject requirements took effect, enrolments for Junior Elementary dropped from 488 of the previous year to 471 (Department of Education Reports 1959:88, 1960:113). Total first year enrolments increased markedly, due to the rise in numbers of students entering the B.Ed. program. Whereas only 295 had enrolled in the first year of the B.Ed. program in 1958, the figure for 1959 was 494. Total first year enrolments rose from 783 in 1958, to 965 in 1959 (Reports of the Department of Education, 1959:87-88; 1960:112-113).

During the 1959-1960 university year, the Minister announced that minimum standards for admission to the one-year program would again be raised by one grade XII subject, the new provisions to take effect in the fall of 1960 (Report of the Department of Education 1959:86). In spite of this further adjustment, total first-year enrolments at the Faculty continued to rise, being 1025 at the opening of the 1960-61 year. Of these students, 681 enrolled for the B.Ed. program, and 344 in the Junior Elementary program. It was evident that the Junior E program was rapidly losing favor, and that more students applying for admission to the

Faculty of Education had obtained senior matriculation qualifications. The Commission's recommendation was gradually being put into effect by students themselves.

In 1961 the Minister announced that from September 1962 Junior Elementary admission standards would be increased to full matriculation (Two Years After, 1961:50). This recommendation was never actually put into effect, for soon after that decision was made, it was announced that beginning September 1962 the minimum period of teacher education required to gain a teaching certificate would be two years (Report of the Department of Education, 1962:54). This marked the demise of the Junior Elementary Program, and the complete implementation of the first part of the Commission's recommendation. With regard to the second section, that dealing with Grade XI mathematics and science courses as prerequisites for matriculation, implementation has to all appearances never been considered. In 1961 the Government was reported to be giving the matter some study (Two Years After, 1961:24) but neither Rees nor Bryne was able to recall any discussion among Department of Education personnel. Coutts stated in interview that the matter had never been raised in the Faculty of Education (1970).

Recommendation 132. THAT THERE BE CONTINUED FLEXIBILITY IN THE DETAILS OF MATRICULATION (THE PRESENT B.Ed. REQUIREMENTS, FOR EXAMPLE, PERMITTING SOME CHOICE AMONG HIGH SCHOOL COURSES).

Nature of the recommendation. The Commission gave no indication of their purpose in making this recommendation,

nor did they provide any details with regard to the degree of flexibility thought to be most desirable. Matriculation requirements for entry to the B.Ed. program have always been more flexible than for most other faculties at the University; in 1959 for instance a student seeking entry to the Faculty was required to have "B" standing in English, Social Studies and four other Grade XII subjects chosen from Mathematics, Physics, Chemistry, Biology, French, German, Latin and Music. Although these requirements might not be considered very flexible today, in 1959 they were considerably more flexible than requirements for admission to various other faculties at the time, Dentistry for example requiring English, Social Studies, Mathematics, Chemistry, Physics, and one other subject chosen from French, German or Latin.

Extent of implementation and significant factors. The Faculty of Education Council, in 1961, voted against a proposal to allow more flexibility in the details of Matriculation to the Faculty, on the grounds that the existing matriculation was already quite flexible enough (Two Years After 1961:51). In comparison, the proposed matriculation requirements for admission to the Faculty in the fall of 1970 appear flexible in the extreme. These will be English 30 and any other four grade XII subjects, with an average of 60 percent in the five subjects, or a 60 percent average in English 30 and three other Grade XII subjects, together with a grade of at least "A" in an acceptable non-examination subject (Faculty of Education Calendar, 1969-1970: Regulation

13.1.1).

The need for flexibility in matriculation requirements for admission to the Faculty has resulted from the variety of specializations available to students. Within the Faculty, students may select from among four basic programs --Elementary, Secondary, Vocational Education and Industrial Arts--and in each of these may pursue, in addition to the professional courses, major fields of study in almost all the disciplines. In the Standard Secondary Route, for example, students may select a major field of study from among the following: Art, Biological Sciences, Business Education, Drama, English, French, General Science, German, Household Economics, Latin, Mathematics, Music, Physical Education, Slavonic Languages and the Social Sciences (Faculty of Education Calendar 1969-1970:73.3). As the study of many of these fields requires some previous exposure at high school level, it is apparent that no narrow and rigid limits can reasonably be placed on the matriculation requirements for entry to the Faculty. Implementation of this recommendation has been continuous; matriculation details for admission to the Faculty of Education have, since the Commission, allowed considerable and increasing flexibility among subjects.

Recommendation 133. THAT PROFICIENCY IN BOTH ORAL AND WRITTEN ENGLISH BE STRESSED IN TEACHER SELECTION AND IN TEACHER EDUCATION.

Nature of the recommendation. Of all the major briefs presented to the Commission, only those of the ATA and

the Calgary Branch of the Faculty made any specific proposals for selecting candidates for teaching on the basis of proficiency in English. The ATA suggested a speech test as part of the selection and guidance procedure prior to and during the teacher education program (1958:40). The Calgary Brief recommended that a mark of not less than 60 percent be required in English 30 of all applicants wishing to enter teacher education programs (1958:5).

The Commission incorporated a little of each of these recommendations into its own. While it would appear that the Commission's recommendation distinguishes between teacher selection and teacher education as two separate processes there is no implicit assumption that they could not be conceived as concurrent processes. Teacher selection, in the view of the ATA, was something that should take place throughout the teacher education program, not just at the beginning, when decisions are being made about the people who should be admitted to the program. It is apparent from a later recommendation (136b) that the Commission also subscribed to this idea of continual selection.

Response to the recommendation. The Government of Alberta reacted to this recommendation in the following way:

The Department and the Faculty of Education have always stressed the importance of oral and written English in teacher selection and in teacher education and will continue to do so in future (Two Years After 1961:12).

The Faculty's reaction, reported two years after the Commission, was only slightly more informative:

There is an observable trend in the Faculty of Education to require higher standards of proficiency in oral and written English. This is reflected in higher standards with regard to oral expression of student teachers in practice teaching. The appointment in the Faculty of Education in 1961 of a staff member with specialization in speech also reflects greater concern with oral English in teacher selection and teacher education (Two Years After 1961:51).

The first half of this statement is unsubstantiated generalization. The last half is at least an indication that something was being done to implement the Commission's recommendation.

On academic grounds, the Faculty has never refused admission to any student who possessed the matriculation qualifications required for entry (Pilkington:1970). It has always taken the view that admission should be determined solely by Grade XII examination results; that remediation of speech deficiencies during the course of a student's teacher education program is always possible; and that it is only during the practice teaching sessions that the best decisions can be made about his suitability for teaching (Coutts:1970). The view taken by the ATA was that the Faculty should be able to administer speech tests to all applicants in order to eliminate those who appeared to stand a very good chance of failing the program because of speech defects (Clarke, S.T.C.: 1970). The Faculty has never screened students in this way, preferring, through guidance, to attempt to remedy students' speech defects during the course of the program. Students who do not respond to remedial treatment are invariably failed in the practice teaching courses, in which event they

are referred to the Faculty's Speech Clinic for further therapy. A further failure in practice teaching could result in removal from the program (Pilkington:1970).

Extent of implementation. There is evidence to suggest that the Faculty's selection procedures insofar as proficiency in English is concerned have been effective. In 1961, the appointment in the Faculty of a staff member with specialization in speech, and the greatly expanded clinical facilities afforded by the new Faculty of Education building, made possible the initiation of a program of speech guidance for students in need of therapy. Since 1961 the services of the speech clinic have expanded, new staff appointed, and continual attention given those students in the entire undergraduate program whose speech was found to be deficient. The effectiveness of the speech aid program may be judged through the results of a survey conducted by the ATA, at the request of the Faculty, in 1967. Questionnaires were sent to principals of all schools in the province asking for information that would assist in a study of procedures and factors to be used in the selection of candidates for teaching. Among the items on the questionnaire was one which asked for a report on the numbers of teachers whose performance suffered through deficiencies in spoken and written English. Of a total of 684 first-year teachers reported on, only seven were thought to be deficient in spoken and written English, and only three were reported to suffer speech defects (Report on Selection Procedures Questionnaire, Alberta Teachers'

Association:1967).

From the fall of 1970, all students entering the first year of the undergraduate B.Ed. program, and all graduates transferring to the Faculty to take the one-year professional program, will be screened (Coutts:1970). For those who reveal speech defects or deficiencies remedial treatment will be provided. Under the provisions of University Regulations governing Admission to the Faculty of Education, students planning to enter a teacher education program may henceforth "be required to present proof of their competence in spoken English" (Calendar, Faculty of Education, 1969-70:13.8.1). This regulation confers upon the Faculty the right to deny admission to any student whose speech is considered to be unremedial, or whose command of the language, by reason of a non-English mother tongue, is such that to enter into teaching would be inadvisable. For the great majority of those who reveal speech defects, however, remedial treatment will be provided. Any student whose speech is considered so poor as to justify his removal from the program has the right of appeal against the judgement, in which case the University would arrange an examination by an outside clinician (Pilkington:1970).

On the evidence provided by the ATA questionnaire, and by the Faculty's expanding program of speech diagnosis and therapy, it could be said that this recommendation has been, and is, under continued implementation.

Recommendation 134. THAT SERIOUS STUDY BE GIVEN TO THE POSSIBILITY OF INCLUDING NON-ACADEMIC FACTORS (SUCH AS CHARACTER, PERSONALITY, HEALTH) IN THE PROCESS OF SELECTION.

Nature of the recommendation. The Commission apparently recognized the formidable problems associated with any attempt to implement selection procedures based on assessments of personality and character, and hence recommended only that the matter be given "serious study." The Faculty, under whose jurisdiction much of the responsibility for selecting candidates for teacher education was presumed to lie, acknowledged in its brief that methods of selection should go beyond matriculation requirements (1958:6) but also indicated that criteria for assessing non-academic factors were very difficult to establish. Nevertheless, the Faculty believed that studies should be made of selection procedures in Saskatchewan and Ontario, where non-academic factors were taken into consideration in the process of selection, and recommended to the Commission that this should be done.

Extent of implementation and significant factors. Two years after the Commission the BTEC was reported to be "studying ways and means of following this recommendation" (Two Years After, 1961:24). The Report of the Department of Education for 1964 stated that one of the more significant projects undertaken by the BTEC was a study of the legal implications of a proposed screening procedure for applicants to the Faculty (Report, 1964:45). The Board subsequently recommended to the University

- (1) that the Faculty strengthen and formalize its selection procedures by including non-academic factors (such as character, personality, health) in addition to academic criteria, and
- (2) that selection procedures have reference to

certification rather than to admission to the Faculty of Education (Miklos, 1966:1).

The similarity of the first of these recommendations to that of the Commission is noted. The second recommendation implied that the Board regarded selection as a process which should take place throughout the teacher education program, culminating in the decision to recommend for certification.

The Faculty responded by appointing a committee under the chairmanship of Dr. W.D. Neal "to study selection procedures, to gather relevant data concerning practices elsewhere, and to recommend a realistic plan of selection procedures" (Miklos, 1966:1). This committee recommended that an experimental project be established aimed at screening out unsuitable students and also to develop remedial measures designed to rehabilitate students where possible (Miklos, 1966:1). A further committee, which included representatives from the ATA, was established by the Faculty under the Chairmanship of Dr. E. Miklos. This committee was to consider the report of the Neal Committee and to initiate some activity along the lines of its recommendations.

The Miklos Committee felt that as the Faculty was continually making decisions about students in required courses of the teacher education program, it was already active in selection and rejection. Since all students were required to take classroom teaching during their preparation programs, more than just academic performance was being considered in the selection process. It was in relation to the teaching activity that non-academic problem areas were

frequently identified, and individuals referred to medical or counselling services for assistance. As a result, some students were assisted to overcome their difficulties, some were not recommended for certification because of failing grades in the student teaching course, and others were making the decision to discontinue the program. The importance of self-identification and self-selection on the part of the student was stressed. The committee concluded that the Faculty could not assume major responsibility in the matter of teacher selection, as decisions in the identification, selection, preparation, certification and development of teachers were made at numerous times by various groups and individuals including the student himself. The committee therefore made no recommendation for major changes in the selection procedures already being used. It did, however, suggest that more contact between staff and students was desirable, so that those in need of some special attention might be more readily identified and appropriate action taken (Miklos, 1966:1-4).

The Miklos committee did not assume that the process of teacher selection then in operation, and of which it approved, might not at some future date become outmoded. "Activities and procedures which might be desirable or necessary at times when there is an oversupply of teachers may not be feasible at times when this situation does not obtain" (Miklos, 1966:3). Now that the teacher shortage in Alberta appears to be coming to an end, it is possible that the

Faculty may be forced to place some restrictions on the numbers of students admitted to teacher education programs, in which event a revision of selection procedures is likely. Whether or not these modified procedures will involve the use of non-academic criteria, however, is a matter for speculation. Neither the university nor the Department of Education has been prepared to make any clear-cut decisions with regard to a person's suitability to enter upon a teaching career, preferring to allow all who held the necessary academic qualifications to begin their programs, during which various selection devices came into operation to eliminate the unsuitable. The use of personality tests for screening applicants to the Faculty has never been seriously contemplated, and evidence gained from Saskatchewan, where for a time a variety of personality tests was administered to applicants for teacher training, indicated that as selection devices they were far from secure (Coutts:1970).

There have been few, if any, pressures placed on the University over the past few years to make changes to its procedures for selecting students for teacher training, or to its methods by which selection is made for recommendation for initial certification. The ATA has for some time urged that selection procedures should go beyond academic performance, but has expressed no opposition to the type of procedure used by the university. Rieger (1970) stated that the Commission's recommendation, in his view, has been implemented by the process of counselling and self-selection in operation at

the university. Evidence gathered from principals throughout the province by means of a questionnaire already referred to in this study, the Questionnaire on Selection Procedures, indicated that very few people who graduate from the Faculty are considered by their principals to be suffering personality disorders. Of the 684 first-year teachers reported on during the survey, forty-one were considered to have personality defects, eleven to have poor physical health, and nine to have poor mental health (Report on Selection Procedures Questionnaire, ATA:1967, 2). On the basis of this evidence and also on the basis of the investigations conducted by the Neal and Miklos Committees, it could be said that this recommendation has been implemented in part, and that implementation has been continuous.

Recommendation 135. THAT STUDIES OF THE RELATIONSHIP BETWEEN HIGH SCHOOL ACHIEVEMENT AND UNIVERSITY SUCCESS (SUCH AS THE MATRICULATION STUDY) BE CONTINUED AND INTENSIFIED.

Nature of the recommendation. This recommendation is an endorsement of the Alberta Matriculation Study which was carried out over a period of four years, from 1955 to 1959, by the Department of Education and the University. The reasons for this elaborate and comprehensive study were explained by Jenkinson and Coutts (1963:1):

For the past decade the conviction that our universities, the most important source of trained intelligence, must attract and retain a larger number of students has become more widespread. Increased demands for specialized educational programs are coming from the professions, business, agriculture, labor, and other vocational groups. The challenge facing the high schools and the problem of

attracting and retaining students in university prompted the formation in Alberta in 1955 of a committee to investigate the relation between Matriculation and success at University.

The Alberta Matriculation Study showed the problems of prediction of university success to be very complex. However, it was concluded that the provincial examinations at Grade IX and XII were the best predictors, possibly because of the articulation between high school and university courses in the province (Jenkinson and Coutts 1964:7).

Extent of implementation and significant factors. Two years after the Commission, when the ATA published its survey of the recommendations, it was apparent that the university had not conducted further studies, as the Department of Education's report for that study recommended that "the further studies proposed in this recommendation should be carried out by the University of Alberta" (Two Years After 1961:24).

In their summary of Matriculation Studies in Alberta, Jenkinson and Coutts (1964) reported that prediction studies were conducted by D.B. Black in 1960 and 1964, and by L.L. Mack in 1963. Jenkinson and Coutts drew attention to the

need for continuing examination of matriculation and its relationship to university entrance and graduation. As high school and university courses alter, so may matriculation requirements have to change. Moreover, the pressures of our modern technological society are increasing the demands for university graduates. Thus it appears imperative that there be a continuing evaluation of all facets of the problems related to matriculation and university success (1964:8).

Coutts reported in interview (1970) that continual study is made of the relationship between high school academic

achievement and university success, particularly in regard to changing matriculation requirements. A study in progress at the present time, for example, is concerned with the university success of students who were admitted under regulations allowing a non-examination subject to be included among the Grade XII requirements (Coutts:1970). Pilkington (1970) stated that an internal research committee studies constantly the relationship between matriculation and university success. Pilkington takes the view that the Commission's recommendation is under continual implementation.

Recommendation 136. THAT MAJOR AUTHORITY AND RESPONSIBILITY FOR SELECTION AND SCREENING BE VESTED IN THE FACULTY OF EDUCATION. IT IS FURTHER RECOMMENDED:

- (a) THAT FIELD PERSONNEL AND INTERVIEW TEAMS FROM THE FACULTY OPERATE TO INCREASE THE EFFECTIVENESS OF SELECTION,
- (b) THAT SELECTION AND SCREENING CONTINUE THROUGHOUT THE CANDIDATE'S COURSE AT THE UNIVERSITY,
- (c) THAT NOTWITHSTANDING ANYTHING SAID HERETOFORE, CRITERIA AND PROCEDURES BE EVOLVED APPROPRIATE TO ALL THE FOREGOING, AND THAT THESE CRITERIA BE PUBLIC INFORMATION.

Nature of the recommendation. This recommendation should be viewed in relation to recommendations 133 and 134 which suggested that certain non-academic factors could be considered in the process of selection and screening of candidates for teaching. The Commission intended that the university should establish the criteria and methods by which selection using non-academic factors would be made. As non-academic factors have never been taken into consideration in

selecting students for admission to the Faculty, parts (a) and (c) of this recommendation clearly do not apply. Part (b) of this recommendation has been carried out by the Faculty in a manner described under Recommendation 134.

Extent of implementation and significant factors. In practice the Faculty enjoys complete freedom over the matter of selection and screening of students. At the present time, admission to the Faculty is based on academic results and, as has been observed, no major change is contemplated (Pilkington:1970). The BTEC has frequently discussed problems of teacher selection, but in its capacity as an advisory body, the Board has no direct influence over these matters. The Neal and Miklos committees were established by the Faculty partly, at least, at the request of the BTEC, but no major changes were recommended, and the Board has been content to let the matter rest with the University. The Department of Education has developed no policy with regard to selection of people for entry into the University, including the Faculty of Education, preferring to leave this responsibility to the Universities themselves (Bryne:1970). The ATA, while reserving for itself the right to share in decisions on matters of teacher preparation, including their selection (Policy Resolution 2.5 ATA Handbook 1969:178), which right it has, presumably, through ATA representation on the BTEC, also advocates that "Alberta universities which recommend for initial certification be responsible for developing and applying selection procedures prior to initial

certification" (Policy Resolution 2A2 1967, ATA Handbook 1969:183).

Summary of Recommendations on Selection

Tables 1 and 2 present in summary form the principal findings of that section of the study dealing with recommendations on the selection of students to the Faculty.

Where implementation in full is seen to have occurred, it was apparent that all major educational groups were in agreement and that the possibility of their implementation had been under serious consideration before the time of the Commission. Recommendations 132, 133, 134, 135 and 136b, which were classified as "Implemented in Part" appeared to endorse procedures which at the time of the Commission were to some extent already taking place, and for which considerable support had been expressed in the briefs of the major educational groups. The second part of recommendation 131 seems not to have occupied the attention of any group subsequent to the Commission; it has to all appearances been disregarded, and its implementation never considered. None of the major groups had made any mention of this recommendation in their briefs. Recommendation 136a, on the other hand, had been suggested to the Commission in the brief of the Faculty. This recommendation, and its corollary, recommendation 136c, have not been implemented because the Faculty holds the opinion that at the present time their implementation is not feasible.

Table 1

Extent to which Recommendations on
the Selection of Teachers Have
Been Implemented

Implemented in full	Implemented in part	Rejected	Under consideration	Not considered
131 (first part)	132 133 134 135 136b		136a 136c	131 (second part)
136 (first part)				

Table 2
Sources of Recommendations
and Implementing Groups

Number	Source	Directed to	Implementation effected by
131 (first part)	ATA AFHSA Faculty ACRR	Minister of Education	Minister of Education
131 (second part)	Commission	University Admissions Board, Faculty of Education	Not implemented
132	Commission	University Admissions Board, Faculty of Education	University Admissions Board, Faculty of Education
133	ATA Calgary Faculty	University Admissions Board, Faculty of Education	University Admissions Board, Faculty of Education
134	ATA AFHSA Faculty	University Admissions Board, Faculty of Education	University Admissions Board, Faculty of Education
135	Commission	Faculty of Education, Department of Education	Faculty of Education, Department of Education
136	Commission	Department of Education, Faculty of Education	Department of Education, Faculty of Education
136a	Faculty	Faculty	Not Implemented
136b	ATA	Faculty	Faculty
136c	Commission	Faculty	Not Implemented

RECRUITMENT AND RETENTION

Sources of the Recommendations

Working conditions. On the question of working conditions, the ATA submitted the most comprehensive information. Some relevant extracts from the ATA brief follow:

. . . the ATA believes that the problem of staffing Alberta's schools will be solved by improved retention of teachers. If the average professional life of Alberta teachers can be increased by five to ten years, the number of new teachers who must be found each year will be halved. Retention is affected by many factors. Living and working conditions in the profession are perhaps the most important (1958:48).

Administration of projects such as pupil insurance should not be required of the teaching staff. . . . Many school boards follow the commendable practice of making available secretarial assistance to principals which frees them and their teachers from time-consuming administrative clerical work (1958:66).

Some teachers see as many as 200 pupils in classes each day. At noon they supervise hundreds of others in corridors, lunchrooms, and elsewhere. It is becoming increasingly difficult to persuade teachers to carry out these extra duties (1958:122).

Various other groups expressed the need for improvement in working conditions, with particular reference to teacher-class load and clerical assistance for teachers (Classification:90). Apart from the ATA, the principal support for improved working conditions came from the ACRR, the AFHSA, and individual Home and School Associations (Classification:90).

Recruitment procedures. The ATA expressed strong opposition to the use of any method which would tend to pressure students into choosing a teaching career, whether

through guidance, career events or direct teacher influence. The ATA took the view that the position of trust held by teaching personnel required neutrality with respect to recruitment to the profession, which would not preclude efforts to provide information on a variety of careers, including teaching (Brief 1958:46).

The ACRR also stressed the need for providing fair and impartial information to potential teacher recruits (1958:7). The AFHSA Brief urged a more vigorous and extensive recruitment campaign among graduate high school students to encourage them to enter the profession (1958:19).

The Commission's Recommendations

The Commission stressed that the basic steps which had to be taken to increase both recruitment and retention related to professionalism: improved selection, preparation, salary and status. These basic steps are considered under appropriate headings in the study. In addition, however, the Commission concurred with the majority of the briefs on the question of improving working conditions in order to help keep teachers in the profession, and also expressed a point of view towards recruitment which was very similar to that of the ATA, that

the term recruitment has acquired some invidious connotations--partly deserved. Too often the objective has been that of securing personnel for teaching who would otherwise not only be unaware of the opportunities but indeed have no real desire to teach. The necessity for this type of persuasion simply underscores the low status of the profession. It may temporarily alleviate the teacher shortage, but it is no solution to the

fundamental problem of upgrading the profession. Indeed, the effect is the reverse (Report 1959:184).

Recommendation 137. THAT WORKING CONDITIONS BE SO IMPROVED THAT THE BENEFITS OF PROFESSIONAL PREPARATION CAN BE FULLY REALIZED: FOR EXAMPLE,

- (a) A LOWER PUPIL-TEACHER RATIO, AND A REASONABLE TEACHING LOAD,
- (b) NON-PROFESSIONAL ASSISTANCE FOR ROUTINE DUTIES,
- (c) MORE CLERICAL AND STENOGRAPHIC HELP,
- (d) NON-PROFESSIONAL SUPERVISION OF CAFETERIAS, STUDY HALLS, ETC.

Nature of the recommendation. In another section of the Report (1959:260), the Commissioners stated their awareness that some competent and conscientious teachers worked to a point near exhaustion, under heavy credit and course loads, the burden of corrections and long hours of study and preparation. They felt that some reasonable definition of a teacher-load could be achieved, yet did not commit themselves to making such a definition. Nor did the Commissioners suggest what might be considered a reasonable pupil-teacher ratio (Report:260).

Response to the recommendation. Two years after the Commission, the Department of Education expressed the view that

. . . with very few exceptions present pupil ratios need no reduction. In fact there are many cases where pupil-teacher ratios are lower than necessary (Two Years After, 1961:12).

With very few exceptions classes today are not too large for efficient instruction. The average enrolment per teacher throughout the province is about 27 (Two Years After, 1961:6).

The Department had no opinion on the other aspects of this recommendation, other than to remark that they would require much more study and experimentation before any definite plan of action could be adopted to carry them out (Two Years After, 1961:12).

The ASTA Executive found this recommendation to be "generally acceptable." The term is difficult to interpret. However, it should be remembered that the ASTA could speak for individual school boards only in terms of policy resolutions passed at annual conventions, and that individual boards were not bound to accept any Executive judgment on any particular recommendation. The term "generally acceptable" was probably the Executive's nearest approach to what they estimated school board opinion to be; that most school boards throughout the province would agree to the terms of the recommendation but some would not.

Extent of implementation. Since the time of the Commission working conditions in the schools have shown a steady improvement (Weidenhamer, Clarke, S. C. T., Reiger, & Coutts:1970). Staff-pupil ratios have generally decreased (Young:1970), teacher aides and paraprofessionals are widely employed, specialist assistance has been made available, clerical assistance is more freely available, and teachers are often granted time during the day for professional preparation. Some school boards employ lay personnel for noon hour supervision; others allow teachers "released time" for the noon hour supervision of students. Implementation

of this recommendation is therefore assumed to be continuing, and expanding.

Significant factors. Various factors are thought to have been instrumental in bringing about the gradual improvement in working conditions. With particular regard to the question of class size, S.C.T. Clarke felt that a study conducted by the ATA in 1964 was of great significance. The ATA had over the years consistently mounted attacks on large classes, yet until the results of the study were published, had no definitive evidence to support their position. The study referred to compared grade IX examination results obtained by students in Calgary and Edmonton, and showed that the average score obtained by students in one of these cities was sixteen points higher than for the other city. This difference in achievement, which was most significant, could be explained in terms of the difference in class size and teacher qualifications, and provided the ATA with definitive evidence to support their opposition to suggestions made in 1964 that qualified teachers should be asked to teach larger classes (Clarke S.C.T.:1970).

The trend towards centralization described in the 1958 Report of the Department of Education (20-21) has also contributed to the general improvement in working conditions. Bigger schools tend to promote specialization and increased division of labor. Non-professional duties such as study-hall supervision, hall monitoring, and lunch-hour supervision can be rotated among the staff of a large school whereas in

the small staff these duties necessarily occupy a larger proportion of each teacher's time (Clarke, S.C.T.:1970).

Perhaps the most significant factor in improving working conditions was the efforts of teachers at local level. School boards are not provided with money through grants or the Foundation Program for the employment of teacher aides and supervisors, hence any advances in the direction of more assistance were made as a result of negotiation at local level between teachers and their employing boards. When teachers bargain with school boards each year it is customary to include in the list of negotiable items noon-hour supervision, preparation time, sabbatical leave, and accumulated sick leave clauses in addition to salary claims. In practice, however, negotiations have tended to focus on the question of salaries to the exclusion of some of the other matters, and as a consequence, progress on those other matters has been somewhat slower (Rieger:1970). Nevertheless, some substantial gains have been made. The Edmonton School Board, for example, allows preparation time on the basis of 200 minutes per teacher per week for Senior High School, 140 minutes per week for Junior High School, and 80 minutes for Elementary School (Salary Agreement, Edmonton Public School Board 1969:12). The Bonnyville S.D. grants overload allowances of \$25 per pupil to teachers with an average annual enrolment in excess of 27 children; the St. Albert PSSD No. 6 allows released time for teachers for the noon-hour supervision of students (Work Load Restriction

Clauses: information supplied by ASTA:1970).

Rieger stated that the recommendation of the Royal Commission might have influenced school boards to become more disposed to make concessions with regard to supervisory assistance and teaching load, but recognized that such a relationship would be difficult to prove (Rieger:1970). The Department of Education has not recently taken any position with regard to this recommendation. In general it has recognized the jurisdiction of school boards over working conditions and has taken no action (Rees:1970). The Department has made no suggestions to school boards with respect to working conditions in the schools (Byrne:1970). The changes which have taken place in working conditions over the past decade must be seen as primarily the result of successful negotiation at local level between teachers and the school boards. The trend towards centralization was also mentioned as a significant contributing factor to the general improvement in working conditions.

Recommendation 138. THAT A SUITABLE PUBLIC RELATIONS PROGRAM BE DEVELOPED IN ORDER TO:

- (a) CREATE PUBLIC AWARENESS OF THE IMPORTANCE OF EDUCATION,
- (b) DEVELOP PUBLIC UNDERSTANDING OF EDUCATIONAL PROBLEMS,
- (c) CONVEY TO POTENTIAL RECRUITS THE OPPORTUNITIES AND REWARDS IN TEACHING.

Nature of the recommendation. What the Commission regarded as a "suitable" public relations program, with

particular regard to recruitment, was "one that seeks actively to inform, interest, and enrol those persons of genuine teaching potentialities who can be genuinely attracted to teaching" (Report, 1959:184). Precisely to what extent this recommendation has been implemented is difficult to determine. People are attracted to teaching for a great variety of reasons, many of which may have little to do with their being "genuinely" attracted, if by this the Commission meant being committed to teaching as a lifelong vocation.

The fact remains, however, that increasing numbers of well-qualified people have, over the past decade, entered the Faculty of Education to begin teacher training programs, and increasing numbers have elected to take the longer periods of training leading to professional certification and to the gaining of a degree. These people were, presumably attracted to teaching for some reason or reasons, one of which might have been that they were acquainted with "the opportunities and rewards in teaching" through the actions of the various groups which have assumed responsibility for disseminating information among the schools.

To which groups was this recommendation directed? With regard to parts (a) and (b) of the recommendation the answer must be as nebulous as the recommendation itself, for who can satisfactorily define "public awareness of the importance of education" and "public understanding of educational problems?" In the absence of clear definition, it is not surprising that no group or organization was

prepared to take the initiative in developing a suitable public relations program, for no-one could have been really sure about what was required to achieve the obscurely expressed objectives.

With regard to part (c) of the recommendation, the responsibility for implementation was more clearly seen. Those groups which had a stake in getting well-qualified people into the Faculty were those who were responsible for training them, certificating them, employing them, and enrolling them as members of the professional organization. Each of these groups assumed some responsibility for recruitment, although their methods and their motives might have differed to some extent.

Extent of implementation. There seems little doubt that considerable implementation of part (c) of this recommendation has occurred. The Guidance Branch of the Department of Education had already developed an extensive public relations program when the Commission was established. This took the form of meetings with teachers' groups, lay groups, and the organization of career events which each year involved thousands of students. These activities are still being undertaken; in 1968 five separate career fairs organized by the Guidance Branch were attended by a total of 12,000 high school students (Report of the Department of Education 1968: 80). In addition, the Guidance Branch distributes career information to high schools throughout the province. It should be noted that the Guidance Branch provides information

on a variety of careers, and not only on teaching.

The Faculties of Education in Edmonton and Calgary have for some years published pamphlets which are distributed among the schools and which provide information on courses of teacher education provided by the universities. Pilkington stated that the need for which the recommendation was made is, in the light of the current staffing situation, less apparent now than it was in 1959. The Faculty relies to some extent upon its graduates to act as emissaries in the schools to point out the rewards and opportunities in teaching (Pilkington:1970).

The ATA is bound by the Teaching Profession Act, section 4,

to advance and promote the cause of education in the province, to improve the teaching profession (1) by promoting and supporting recruitment and selection practices which ensure capable candidates for teacher education . . . (ATA Handbook 1969:166).

Rieger stated that the Association carries out the recommendation through representations to the Minister of Education and the Cabinet, participation in Education Week activities, participation in the Alberta Education Council, liaison with news media and the release of news on items of educational interest, the sponsoring of conferences on such matters as educational finance, teacher education and certification, participation in career fairs and liaison with students and faculties of education (1970).

One possible direct outcome of this recommendation was the passing of a resolution at the ATA General Meeting

of 1961, which instructed the ATA Executive Council to establish a committee charged with the responsibility of informing the public respecting (a) all the levels of the teacher education program in Alberta, and (2) the difference in service that could be rendered the children in Alberta by professionally educated teachers and by inadequately educated persons (Two Years After, 1961:40). S.C.T. Clarke could not recall such a committee's being formed, but stated that as a direct outcome of that resolution the ATA authorized a study, already referred to in this paper, which compared the Grade IX achievement of pupils in the cities of Edmonton and Calgary. The findings of this study, which revealed a significant difference in achievement accounted for by the difference in teacher qualifications and class size, provided a strong argument against large classes and inadequately qualified teachers. These data, according to Clarke, were used in the successful countering of suggestions made in 1964 by two members of parliament to increase the size of classes taught by qualified teachers in an effort to reduce educational costs (Clarke, S.C.T.:1970).

The ASTA has not been closely concerned with recruitment, although individual school boards do organize career events and invite speakers from the Faculty and the Department of Education (Pilkington:1970).

The difficulties in arriving at an estimate as to the extent to which this recommendation has been implemented have already been mentioned. No one group has taken the initiative

to co-ordinate the efforts of groups interested in the development of a single public relations program, but separate groups have acted alone, or in co-operation with certain others, to inform the public on matters of education, and to provide students with information which would assist them to make intelligent decisions on careers, including teaching. Certainly the need for active recruitment has largely disappeared, and it would appear that present recruitment procedures are more in keeping with the spirit of the Commission's recommendation than heretofore. People are no longer pressured into teaching, as according to the Commission's Report they were in the past, and the opportunities for recruiting into the profession the most suitable young people have at no time since the Commission been better. While organizations such as the ATA, the Faculty and the Department of Education continue to provide information about teaching to high school students, it could be said that part (c) of the recommendation, at least, has been implemented in part. For the time being, parts (a) and (b) must remain unclassified.

Summary of Recommendations on Recruitment and Retention

Tables 3 and 4 provide most of the relevant information in summary form.

Recommendation 137 is an example of that type of recommendation for which the extent of implementation could never be accurately assessed. While drawing attention to the

Table 3
Extent to which Recommendations
on Recruitment and Retention
Have Been Implemented

Implemented in full	Implemented in part	Not Implemented
	137	
	138c	
Unclassified: 138a, 138b.		

Table 4

Sources of Recommendations
and Implementing Groups

Number	Source	Directed to	Implementation effected by
137	ATA AFHSA ACRR	School boards	School boards and teachers through negotiation
138a	Commission	)	Unknown
138b	Commission	) Undefined	Unknown
138c	ATA ACRR	) )	ATA Faculty Department of Education School Boards

the need for lower pupil-teacher ratios, reasonable teaching loads and more non-professional assistance, the Commission left the matter of deciding on optimum standards to those responsible for the implementation. As working conditions in the schools are largely subject to negotiation between boards and their teaching staffs, it is to be expected that interpretations of what the optimum standards should be would differ, and the resulting agreement would perhaps fall somewhere between the two estimates.

Recommendation 138 is stated in such general terms that it is not only difficult to determine the precise nature of its intent, but also to which groups the recommendation was directed. It is only with regard to part (c) of this recommendation that action taken by various groups can be identified as being in accord with the intent of the recommendation. The question of what a "suitable" public relations program might be is, in spite of the Commission's definition, subject to many different interpretations.

CHAPTER 4

THE PREPARATION OF TEACHERS

In its preamble to the Chapter devoted to the Preparation of Teachers, the Commission made the following observation:

To educate children who will be prepared to meet and master the demands of today's world and tomorrow's our schools need professional teachers. Teachers must know what they are doing and why. In addition to general education, they must have mastered their field at an adult level and know how to bring pupils to a mastery of the field at the pupils' level (Report:186).

To achieve these ends, the Commission made recommendations with respect to the professional education of teachers, the certification of teachers, and the development of professionalism among the general teaching body.

PRE-SERVICE EDUCATION

Sources of the Recommendations

Length of the teacher education programs. The Faculty and the ATA took the lead in claiming that the Bachelor of Education Program should be the standard approach to teacher education and certification. The Faculty Brief gave these reasons:

(1) It gives from the first an integration of academic and pedagogical courses, thus providing both meaning and purpose to the student.

(2) It identifies the student with his profession during the four years of university life and develops in him a sense of pride in and identification with teaching as a career.

(3) It develops confidence born of competence as the things learned are applied in practical situations: in the student teaching classroom, the education clinic, the field trip, and the like.

(4) It provides, through majors and minors on the secondary route, a wide measure of choice in the areas of specialization. A minimum of four courses constitute a major, a minimum of two a minor. Three content options make it possible either to broaden the general education base or to deepen the specialization beyond the minimum noted above.

(5) It provides, through its elementary and secondary route, for the preparation of teachers with a broad general education as well as a reasonable measure of specialization.

(6) It extends the foundation of professional education: shows the relation between theory and practice, relates teaching to the knowledge of boys and girls and the society in which they live, and extends the range of knowledge based on educational research.

(7) It increases the number of more highly qualified teachers in the field. In 1957 between 25 and 30 per cent of teachers in Alberta held university degrees (Brief 1958:20).

The B.Ed. programs in the Faculty of Education in 1958, as at present, blended liberal arts and professional courses. Students took more than half their courses in the Faculty of Arts and Science, and the remainder in the Faculty of Education. The courses taken from outside the Faculty of Education included a basic course in English, a social science course, and a natural science or mathematics course. The selection of the remaining courses depended on the route chosen, whether elementary or secondary, and upon the field of specialization within that route. The prescribed

professional courses were of three main types. The foundation fields were educational psychology, the philosophy and history of education, educational sociology, and school administration. Second were those courses which dealt with general teaching methods, or with methods in particular school subjects such as primary reading, or high school French. Third, was observation and student teaching (Brief 1958: 18-19).

The Faculty Brief stated that the early certification requirements (after one year for the Junior E, and after two years for the Standard Certificates) made it impossible to arrange the best sequences of courses from the point of view of general and professional education. It was found necessary under those conditions to place the courses dealing with special methods and practice teaching in the first two years of the program, when a more desirable arrangement would have been to have certification at the end of the four-year program, allowing a higher concentration of content courses in the earlier years of the program, and a shift of professional emphasis to the last two years (1958:19).

Practice teaching and internship. The Faculty Brief recommended that consideration be given to the possibility of increasing the time available for student teaching, and of providing an internship program, although no specific suggestions were offered on either of these recommendations (1958:26). Further light was thrown on the Faculty's

attitude towards internship by a report in the Edmonton Journal of discussion that took place during the Commission's hearings between members of the Faculty, led by the Dean, and the Commissioners. Coutts was reported to have recommended that a period of internship could be required before certification, although this would be difficult to administer in a period of teacher shortage. He recommended an extension of the programs in which school boards placed bursary students in classrooms with experienced teachers, and commended the co-operation among the ATA, the Faculty, Trustees and Superintendents in operating an effective internship program in the Killam area. Coutts was also reported to favor an internship period which operated during the months of May and June, enabling superintendents to assess teachers for permanent placement in September (Edmonton Journal, May 3, 1958).

The only other reference to internship occurred in the brief submitted by the County of Newell School Board, which recommended that an apprenticeship period should be included in the teacher training program (ASTA Brief, appendix, 1958:23).

Strong support for all the recommendations contained in the Faculty Brief came from the ATA and the Calgary Branch of the Faculty. In addition, numerous groups and organizations offered suggestions for improving the teacher education programs provided by the university, ranging from compulsory courses in first aid to alcohol education. It is significant

however that no brief actually opposed the principle of extending the length of teacher education programs.

The Commission's Recommendations

Recommendation 139. THAT IN ORDER TO ACHIEVE THE IMPROVEMENTS VISUALIZED WITHIN OUR EDUCATION SYSTEM, ALL TEACHERS--REGARDLESS OF THE GRADE LEVEL AT WHICH THEY WILL TEACH--BE PREPARED FOR THEIR VOCATION BY MEANS OF THE FOURFOLD PROGRAM OUTLINED ABOVE.

Nature of the recommendation. The four-fold program to which this recommendation referred was described by the Commission's Report to be composed of (1) Informational background, or content courses taken normally from the Faculty of Arts and Science, and which should comprise the bulk of the teacher's preparation, (2) Foundation fields of education, such as educational psychology, philosophy and history and sociology of education, and school administration, (3) Teaching Methods and Techniques, and (4) Practical Experience (Report 1959:186).

This recommendation strongly endorsed what was in fact already taking place in the B.Ed. program at the Faculty, and which to the present time, with few modifications, has remained the basis of all B.Ed. programs offered in the Faculty (Pilkington:1970).

To what group was this recommendation directed? The recommendation should be seen in relation to recommendation 140a, which stated that the minimum requirement for all teachers should be four years of university work, including a degree. For, as the Commission observed, to provide a

balanced program of teacher education involving broad and thorough preparation in each of the four areas, time is required, "time for preparation, supervised practice, evaluation, follow-up practice, personal and professional maturation" (Report, 1959:187). The recommendation was therefore directed to the Minister, for only he, by virtue of his jurisdiction over certification requirements, could authorize changes to the regulations which would ensure that all teachers would attend university for a period of time long enough to be prepared by means of the four-fold approach.

Extent of implementation. If total implementation implies four years of professional education for all teachers, then this will not be achieved until certification regulations are changed to require four years of training before basic certification. As this is the goal of the BTEC, evident in their recent brief to the Minister of Education (1970), it could be said that implementation of this recommendation is proceeding.

Recommendation 140. (a) THAT THE MINIMUM REQUIREMENT FOR ALL TEACHERS BE FOUR YEARS OF UNIVERSITY WORK, INCLUDING A DEGREE:

(b) THAT DURING THE FIRST TWO YEARS, BUT NOT WITHIN THE UNIVERSITY TERM, THE CANDIDATE MUST COMPLETE THREE MONTHS OF PRACTICE TEACHING:

(c) THAT ON THE COMPLETION OF TWO YEARS OF TRAINING, THE CANDIDATE MAY SERVE AN INTERNSHIP OF ONE YEAR, AFTER WHICH HE WILL RETURN TO CONTINUE HIS UNIVERSITY COURSE, IN WHICH REGARD AT LEAST ONE FULL ACADEMIC YEAR INTRAMURALLY MUST BE REQUIRED:

(d) THAT A PRESCRIBED PROGRAM

OF SUPERVISION AND GUIDANCE BE ORGANIZED BY THE FACULTY OF EDUCATION, DEPARTMENT OF EDUCATION, TEACHERS' AND TRUSTEES' ASSOCIATIONS WITH REGARD TO INTERNS AND ALL TEACHERS ENTERING SERVICE FOR THE FIRST TIME:

(e) THAT DURING THE YEAR OF INTERNSHIP CANDIDATES BE PLACED ON SALARY AT THE LOWEST LEVEL OF THE CURRENT SALARY SCHEDULE.

Nature of the recommendation. This recommendation was obviously intended to apply to the situation under which all teachers were required to undertake a four-year teacher education program. Parts (b), (c), (d) and (e) were therefore dependent for their implementation upon the implementation of part (a). The Commission envisaged a four-year program which would incorporate a compulsory three-month period of practice teaching, and an optional one-year internship. The Faculty had made the suggestion that consideration should be given to increasing the length of time devoted to student teaching, and to providing for a program of internship, and this recommendation represented the Commission's attempt to formulate a plan whereby those suggestions might have been put into effect. Part (a) will not be implemented until certification regulations are changed to require four years of professional education for basic certification. As this part of the recommendation is so closely correlated with certification, it will be discussed further under that heading.

None of the other parts of this recommendation has been implemented. In fact, none could be implemented completely until part (a) had been achieved, as the Commission

put forward the whole recommendation as a plan consisting of four inter-dependent proposals. The Faculty, however, had always provided a four-year degree program which during the decade following the Commission attracted increasing numbers of students, hence it had always been possible for the Commission's plan to be applied to a limited number of students. It might be of interest therefore to enquire into the reasons underlying the failure of any of these sections to achieve implementation.

To what groups was this recommendation directed? Part (a), as mentioned previously, was directed principally to the Minister of Education, but also to the BTEC, advisory to the Minister. The other parts were probably directed broadly to all those groups which would be involved in an extended period of practice teaching and in a program of internship: the Faculty, the Department of Education, the BTEC, the ATA, the ASTA, and individual school boards.

Extent of implementation and significant factors. The Faculty has never considered a compulsory period of student teaching outside the university term, and has taken the view that its students should not be obliged to give up part of their summer vacations at a time when students of other faculties were taking employment. Coutts stated that education students should have equality of opportunity with all other students to obtain summer jobs and earn money which they could very well need to continue their university

careers (Coutts:1970).

Part (c) of the recommendation has not been implemented for B.Ed. students largely because a well-organized system of voluntary internship has taken its place. This is supported by the ATA, the ASTA, the Faculty and the Department of Education. The system is described in a clause of the School Foundation Program Fund Regulations of the Government of the Province of Alberta (1968:5):

A division shall be paid in respect of any intern-teacher employed during May, June and September, or any of these months, the sum of five dollars (\$5) for each day that the intern-teacher is in a classroom, but not to exceed two hundred and fifty dollars (\$250) in respect of any intern-teacher. An intern-teacher is a person who has not been under contract as a teacher, who has been placed in a classroom with a teacher for purposes of observation and experience, and

- (i) who has completed a minimum of one year in the Bachelor of Education program in an institution acceptable to the Minister
- (ii) who with a degree other than the Bachelor of Education has secured admission to, or is pursuing studies in, the Faculty of Education in an institution acceptable to the Minister.

School boards which participate in internship programs always contribute to their interns' salaries a sum at least equal to that provided by the Government. Interns therefore receive at least \$10 per day throughout their internship. The system has proved very successful, as approximately 85 per cent of the students in the Faculty have taken advantage of voluntary internship (Coutts:1970).

The ATA has played a major role in internship by sponsoring internship seminars for co-operating teachers and

by preparing a manual for their guidance (Rieger:1970).

The matter of internship has been under constant review since the time of the Commission. In 1961 the BTEC named a committee to bring in recommendations regarding an internship program for teacher trainees (Two Years After, 1961:52) but no action was taken. Both the ATA and the ASTA supported the concept of internship as part of pre-certification requirements, and both adopted policy resolutions accordingly (ATA Policy Resolution 2.4, 1967, Handbook 1969:178; ASTA Policy Resolution 50M, 1968, Handbook 1969:39). Girard stated that an internship period taken as part of the professional preparation of teachers was not considered feasible during the teacher shortage, but now that period has passed, further consideration will be given by the three groups principally involved--the ATA, the Faculty and the ASTA. At the present time (1970) the ATA and the ASTA are working together to bring in a plan for internship which, when formulated, will be given consideration by the BTEC (Girard:1970). The ATA, in the past, while supporting the principle of internship, has not advocated that internship be part of university preparation, but that it should follow such preparation (Rieger:1970). Another reason for the delay in reaching agreement over internship was the apparent unwillingness of the Government to make available funds in sufficient amounts to enable an internship program to be developed (Rieger:1970).

Part (d) of the recommendation has been implemented

only to the extent that the ATA has accepted responsibility for the orientation of teachers to whom interns are assigned (Policy Resolution 2.A.8, 1967, Handbook 1969:184) and also for the induction of beginning teachers (2.A.10, 1967, Handbook 1969:184).

Part (e) of the recommendation does not apply, as no provisions have been made for a year of internship to be incorporated in the pre-service professional program.

Summary of Recommendations on Pre-service Education

Tables 5 and 6 summarize the principal findings of this section.

Recommendation 139, which was suggested by the major professional groups most closely concerned with teacher education (the Faculty and the ATA) provides an example of a recommendation which endorsed existing policy of the groups wishing to implement it. The Faculty of Education was strongly in favor of requiring four years of teacher education for all teachers prior to basic certification but was prevented from carrying this into effect by the certification regulations which were under the jurisdiction of the Minister. The recommendation was probably intended to lend force to the Faculty's policy in order to influence the Minister to agree to the changes. Amendments to the regulations, made in 1962 and 1968, indicate that implementation of this recommendation has proceeded.

Recommendation 140a is closely correlated with recommendation 139. In order to provide the program of

teacher education envisaged by recommendation 139, four years of university work was believed to be necessary. Parts (b), (c), (d) and (e) have not been implemented as their implementation was considered to be not feasible in view of the certification regulations. However, when implementation of recommendation 140a has been achieved, it is likely that consideration will be given to introducing internship provisions and in extending the length of the practice teaching sessions. For this reason, parts (b), (c), (d), and (e) have been classified "Under Consideration."

Table 5

Extent to which Recommendations
on Pre-service Education
Have Been Implemented

Implemented in full	Implemented in part	Rejected	Under Consideration	Not Implemented	Not considered
	139 140a		140b 140c 140d 140e		

Table 6

Sources of Recommendations
and Implementing Groups

Number	Source	Directed to	Implementation effected by
139	Faculty ATA Calgary	Minister of Education, BTEC	Faculty of Education
140a	Faculty ATA AFHSA ACRR	Minister of Education	Minister of Education
140b) 140c) 140d) 140e)	Commission	Faculty School Boards Department ATA, ASTA	Not implemented " " "

CONTINUING AND INSERVICE EDUCATION

Sources of the Recommendations

Continuing education. Although no specific reference to continuing education, in the sense that it is defined by the Commission, can be located in the briefs, the position of the ATA on this topic was clearly revealed by the following statement:

When it speaks of in-service education for teachers, the Alberta Teachers' Association excludes courses taken for credit in the Summer Session or the Evening Credit program. Such courses it considers as part of the basic academic and professional degree program which would be ideally completed as part of the pre-service preparation terminating in a degree and teaching certificate . . . (1958:48).

The ATA thus placed responsibility for making up qualifications deficiencies upon the teachers themselves.

From only four lay groups--the Farmers' Union of Alberta, one school board, one home and school association, and an individual submission--was support expressed for the idea that teachers in the field should be provided with financial assistance in order to complete degrees (Classification:95).

Inservice education. On this matter, a large number of briefs placed emphasis on the need to encourage and expand services such as orientation for new teachers, orientation

for all teachers on new ideas, teaching procedures and methodology. The ATA Brief took the view that teachers should share in the planning of in-service activities, which would be either (1) organized by the administration in co-operation with the teachers' association and held in school time, or (2) organized by the teachers' association in co-operation with the administration and held out of school hours (1958: 48).

The Commission's Recommendations

The Commission took the view that teachers should be encouraged and assisted to remove deficiencies in their qualifications since this would help achieve what the Commission recommended as basic teacher education--four years of university training. It endorsed the principle of increased opportunities for in-service education, and went further than the briefs by recommending that regular salary should be paid, together with incidental expenses, to teachers participating in locally-operated in-service activities.

Recommendation 141. THAT CONTINUING EDUCATION BE ENCOURAGED BY SUCH MEANS AS THE FOLLOWING: LEAVE OF ABSENCE WITH PAY, FOR STUDY OR TRAVEL; PROVISION OF REFRESHER COURSES; PROVISION OF RESEARCH FACILITIES; DEVELOPMENT OF EDUCATION CLINICS; DEVELOPMENT OF PROFESSIONAL AND PUBLIC LIBRARIES.

Nature of the recommendation. The intention of this recommendation was clear enough, but it was not clear to which groups some of its clauses were specifically directed. School boards, presumably, were to be responsible for granting leave

of absence with pay for study or travel, and the universities, primarily, would be concerned with providing refresher courses and research facilities. What form the education clinics were to take, and for what purpose they were to be used were matters which were not made clear, nor was the responsibility for developing the clinics laid at the door of any particular group. Responsibility for developing public and professional libraries was also undefined.

Response to the recommendation. Neither the Department of Education nor the ATA evinced an interest in this recommendation. The ASTA dubbed it "Generally Acceptable" (Two Years After, 1961:64).

Extent of implementation. With particular regard to leave for study or travel, information supplied by the ASTA revealed that approximately 85 per cent of the school boards in the province have sabbatical leave provisions, or professional improvement provisions, included in their collective agreements with the teachers' associations (Young: 1970). However, a survey of sabbatical leave provisions and practices conducted jointly by the ASTA and the Province of Alberta during 1965-1966 showed that very few boards actually grant sabbatical leave for study, and that leave for travel is virtually unknown (Young:1970). The survey showed that among 73 boards having sabbatical leave provisions in 1965-1966, only two of the twenty boards employing fewer than fifty teachers granted leave, to one teacher in each system.

Eight of the nineteen boards employing from fifty to one hundred teachers granted leave to a total of ten teachers, and nineteen of the thirty-four boards employing over one hundred teachers granted leave to a total of 110 teachers (Sabbatical Leave Provisions, ASTA, 1967:1-5). The Edmonton Public School Board, which grants more sabbatical leave than any other board in the province, annually allows approximately two percent of its teachers a year's sabbatical leave. In the 1969-1970 school year sixty-four teachers were on leave, sixty for purposes of study, one for study and travel, and three for travel alone (Lummis:1970).

To what extent has this part of the recommendation been implemented? In that some school boards have no sabbatical leave provisions at all, and that among those which do have such provisions sabbatical leave is the exception rather than the general practice, implementation is far from complete.

Significant factors. Sabbatical leave, being granted at the discretion of school boards, is regarded by boards as a privilege to be dispensed only to the most deserving. In times of teacher shortage boards, particularly those in outlying areas, are understandably reluctant to release teachers for a year's leave. In addition, as there is no provision in the Foundation Fund Program for financing teachers on leave, this additional money has to be derived from the boards' operating fund or obtained from supplementary

requisitions. Smaller systems find it more difficult to absorb such expenses than do the larger ones, such as the Edmonton Public School System (Young:1970).

Various restrictions placed by boards on sabbatical leave tend also to limit the numbers of teachers who make application. Typically teachers will not be considered for leave before they have served for five years with the one board, and will not be considered if within four or five years of retirement. The Edmonton Public School Board grants leave for travel only after ten years' service. In all cases teachers are required to enter into an undertaking that they will serve for at least two years in the system following the period of leave. Salaries paid during leave vary from system to system, the range being from \$2000 to \$4000; four districts in Zone 2 offer 50 percent of regular salary (Sabbatical Leave Provisions, ASTA, 1970).

Other sections of the recommendation. With respect to the other parts of this recommendation, Coutts (1970) was of the opinion that considerable progress had been made. Opportunity for summer session and evening credit programs have increased; research facilities have expanded both in school systems and faculties of education, and more recently at the Human Resources Research Council. School systems as well as the universities have developed educational clinics, and there has been great growth in professional and public libraries (Coutts:1970). For the purposes of this study

it was considered impractical to attempt a detailed survey of the extent to which each of these facilities has been developed. Such a survey would have required considerably more time than was available.

Recommendation 142. THAT IN-SERVICE EDUCATION FOR TEACHERS BE ENCOURAGED, PROVIDED, AND EXPANDED ALONG THE LINES SUGGESTED IN THIS SECTION.

Recommendation 143. THAT SUCH PROGRAMS BE OPERATED LOCALLY WITHIN EACH SCHOOL SYSTEM.

Recommendation 144. THAT RESPONSIBILITY FOR PLANNING AND ORGANIZING SUCH PROGRAMS LIE JOINTLY WITH THE ADMINISTRATION AND THE TEACHING STAFF.

Recommendation 145. THAT REGULAR SALARY DURING SUCH PROGRAMS, TOGETHER WITH INCIDENTAL EXPENSES, CONTINUE TO BE PAID BY THE ADMINISTRATION.

Nature of the recommendations. The Commission saw the chief functions of an in-service program to be orientation of teachers new to a system, staff or subject assignment, and the orientation of all teachers to new ideas and practices. In taking this view the Commission endorsed the opinions expressed in several of the major briefs.

Like the ATA, the Commission placed responsibility for organizing in-service programs on the administration and the teachers, working co-operatively.

Extent of implementation. The ATA has through its Specialist Councils, taken a great deal of the initiative in implementing recommendation 142. The Specialist Councils,

which were begun in 1960, at present number about fifteen and represent all of the main subject areas. Membership is open to all teachers, members of the University Faculties and Department of Education officials, on the payment of a fee. The ATA has appointed a Staff Officer to each Council to co-ordinate its activities and maintain liaison with each of the groups represented in its membership. The ATA also makes funds available to promote development. The Councils each circulate Newsletters and other materials, and some publish an Annual Journal of a more substantial nature. Annual Conferences are held to which speakers of note are invited, and a number of regional meetings are arranged during the year. The Specialist Councils often take responsibility for some part of the Teachers' Conventions which are held throughout the province over two days in each year (Reiger:1970).

With regard to orientation of new teachers, the ATA has accepted responsibility, through its locals, for the induction of beginning teachers into the professional organization (2A.10, 1967, ATA Handbook 1969:184). Locally-operated in-service activities, as recommended by the Commission, are infrequently organized, for there has been a difference over the matter of when they should be held, during school hours or out of school time. The ATA has taken the stand that compulsory attendance at in-service activities out of school time constitutes additional work time for which the

teachers should be paid, but the Association has not been successful in this claim. ATA resistance to compulsory out-of-school programs is reflected in Policy Resolution 3A.10, which states:

Be It Resolved, that school board sponsored activities for teachers, which teachers are required to attend, be conducted during school hours (ATA Handbook 1969:185).

School boards, on the other hand, have found it difficult to arrange in-service programs during school time. Rees (1970) pointed out that where school boards have done this, some have encountered criticism from parents who object to teachers' being given time off from regular duties.

Present School Act regulations define the school year to be of no more than 200 days, but give school boards the right to grant holidays, not exceeding one day in each month and not exceeding one day at a time (Reg. 383(3) ATA Handbook 1969:155). Department of Education Regulations (Reg. 14, ATA Handbook 1969:119) permit the holding of ATA conventions on school days, generally over two days, and taking into consideration the possibility of schools' being closed on account of severe cold or epidemics, or for unscheduled holidays such as are granted albeit infrequently by the Lieutenant Governor, school boards have shown reluctance to allow further school time for in-service education (Young:1970). As a consequence of teachers' resistance to attending in-service activities out of school time, and board resistance to granting school time for the holding of in-service programs, recommendations 143 and 144

have not achieved implementation to any great extent.

The ATA placed much of the responsibility for in-service education with the individual teacher:

Teachers accept individual responsibility for professional development in order that they may keep abreast of new knowledge, new curricula, new technologies, and the use of services of technicians and non-certificated personnel (Policy Resolution 2.9 1967, ATA Handbook 1969:179).

With regard to Recommendation 145 school boards in recent years have generally been willing to allow teachers to attend conferences arranged by the Specialist Councils of the ATA, and have often contributed towards the teachers' expenses (Rieger:1970). The Edmonton Public School Board, for example, has included in its Salary Agreement a clause which allows the superintendent to grant leave on full salary to teachers who wish to attend conferences, institutes, workshops, or meetings approved by the Superintendent (Clause 17, Edmonton Public School Board Salary Agreement 1969:15). Rieger said in interview that more and more teachers were being granted time off on salary to attend conferences:

It just never occurred to teachers that they might go to conferences. Superintendents and School Board people went to conferences but not teachers In the past, teachers rarely asked to go to conferences. The number is still very small, though a lot of boards will let a teacher off to go to a conference. Boards have been willing to release teachers to attend conferences, and have even paid part of their expenses. This is a private arrangement with the boards (1970).

Summary of Recommendations on Continuing and In-Service Education

Tables 7 and 8 present the principal findings of this section of the study in summary form.

All of the recommendations pertaining to Continuing and In-Service Education were directed, at least in part, to individual school boards. Implementation of the recommendations, insofar as school boards are concerned, has been achieved with varying degrees of success, depending, it would appear, on the capacity of each school board to underwrite the additional costs which appear to be needed to grant leave to teachers. In this regard, the larger the school system the greater would appear to be its capacity to absorb the costs, hence among the larger systems one would expect to find a greater incidence of sabbatical leave, and leave on full salary to attend conferences, seminars and refresher courses. Lummis (1970) confirmed that this was in fact the case. Further research on this particular matter is indicated, as the power of a school board to attract teachers and to retain them in the system may in some way be related to its provisions for continuing and in-service education.

With respect to in-service programs at local level it would appear that the situation has almost reached the stage of stalemate. Where implementation has been achieved it has been small in scope, for the conflicting interests of school boards and teachers' organizations on this particular issue have not been successfully resolved. The significant variable in this dilemma over in-service activities would appear to be the question of when they should be conducted. School boards, under pressure from parents to preserve as much of the school year as possible for instruction, have not been

willing to dismiss classes for periods of time beyond those actually provided for by regulation. Teachers on the other hand have resisted attempts on the part of the administration to arrange in-service programs outside regular school hours. One implication which might be derived from the foregoing discussion is that recommendations which depend for their implementation upon the outcome of negotiation between representatives of different groups may be subject to some disagreement, in which case implementation is likely to be impeded.

PROFESSIONAL CERTIFICATION

General Recommendations

Sources of the recommendations. An almost universal expression of opinion among the briefs was that longer periods of preparation and higher standards for certification should be required of teachers. On the question of how much preparation was desirable there were some differences; but the majority opinion was summarized by the Commission as follows:

The Province of Alberta should move toward a basic four year program of teacher preparation (including a university degree) as quickly as possible, as the requirement for initial certification (the professional certificate) of all teachers in the elementary and secondary schools of Alberta. Some intermediate steps to reach this goal are suggested; the four year minimum requirement should be reached by 1965 (Classification:85).

Alone among the major briefs, that of the ASTA expressed reservations:

Table 7

Extent to which Recommendations on
Continuing and In-Service
Education Have Been
Implemented

Implemented in full	Implemented in part	Not Implemented
	141	
	142	
	143	
	144	
	145	

Table 8

Sources of Recommendations
and Implementing Groups

Number	Source	Directed to	Implementation effected by
141	Commission	School boards University Government of the Province	School boards University Government of the Province
142	Commission	School boards Teachers' organizations	ATA School boards
143	Commission	School boards Teachers' organizations	School boards Teachers
144	ATA	School boards Teachers	School boards Administrators Teachers
145	Commission	School boards	School boards

The ASTA does not support any plan which stipulates that all teachers must have a degree before certification and with definite fixed dates for the implementation of such a regulation . . . (1958:21).

The Commission's recommendations. The Commission realized that recommendations for increased teacher preparation would lack viability unless correlative recommendations for changes in certification regulations were also made.

Recommendation 146. THAT THE B.ED. DEGREE OR ITS EQUIVALENT BE THE REQUIREMENT FOR PERMANENT CERTIFICATION OF ELEMENTARY AND SECONDARY SCHOOL TEACHERS.

Recommendation 147. THAT THE DEPARTMENT OF EDUCATION DEVELOP A TRANSITION PLAN WHEREBY RECOMMENDATION 146 MAY BE IMPLEMENTED. IT IS FURTHER RECOMMENDED:

- (a) THAT ALL ELEMENTARY TEACHERS ENTERING REGULAR SERVICE DURING THE PERIOD 1963-67 INCLUSIVE BE REQUIRED TO HAVE A MINIMUM OF TWO YEARS OF EDUCATION TOWARD THE B.ED. DEGREE, AND THAT ALL SECONDARY TEACHERS BE REQUIRED TO HAVE A MINIMUM OF THREE YEARS;
- (b) THAT ALL ELEMENTARY TEACHERS ENTERING REGULAR SERVICE DURING THE PERIOD 1968-1970 INCLUSIVE BE REQUIRED TO HAVE A MINIMUM OF THREE YEARS OF EDUCATION TOWARD THE B.ED. DEGREE, AND ALL SECONDARY TEACHERS BE REQUIRED TO HOLD THE DEGREE;
- (c) THAT ALL ELEMENTARY TEACHERS ENTERING REGULAR SERVICE IN 1971 AND THEREAFTER BE REQUIRED TO HOLD THE B.ED. DEGREE.

Recommendation 148. THAT TEACHERS COMMENCING SERVICE UNDER THE TRANSITION PLAN, RECOMMENDATION 147, BE AWARDED PROVISIONAL CERTIFICATES VALID FOR A PERIOD OF THREE YEARS, AND SUBJECT TO RE-VALIDATION FOR SUCCESSIVE PERIODS OF THREE YEARS UPON RECEIPT OF EVIDENCE THAT THE HOLDERS HAVE MADE FURTHER PROGRESS TOWARD THE B.ED. DEGREE.

Nature of the recommendations. The Commission

intended that the B.Ed. requirement for permanent certification should take effect at once; that all secondary route students entering the Faculty in 1960 would be required to spend at least three years on their programs; and in various stages both secondary and elementary students would proceed to degree status by the year 1971. In addition, it was proposed that no teacher entering service under the transition plan would be granted permanent certification until he had satisfied degree requirements.

The recommendations were directed primarily to the Minister of Education, but also to the BTEC as the body responsible for advising the Minister on matters of teacher education.

Extent of implementation. In 1962 the Junior Elementary Program was abandoned and two years' teacher education was made pre-requisite to permanent certification. In 1968 the regulations were altered to require three years of teacher education before students were permitted to enter the schools with Provisional Certificates which could be made permanent only after completion of degree requirements. This step marked the complete implementation of recommendations 146 and 148. In January, 1970, the BTEC submitted a brief to the Minister of Education in support of requiring four years of teacher education prior to basic certification. This is still under consideration by the Minister. Its acceptance will mark the complete implementation of recommendation 147.

Significant factors. Several factors are believed to have contributed to the gradual implementation of these recommendations. These were: (1) the gradual easing of the teacher shortage in Alberta, (2) the increasing enrolments in the Faculty, (3) the influence of the BTEC, (4) the influence of the professional groups, (5) the influence of senior officials in the Department of Education, and (6) the decision, by the ASTA, to support the principle of longer teacher education. Each of these factors, which to a great extent were inter-dependent, will be considered briefly in turn.

In its recent brief (1970) to the Minister, the BTEC included statistics which showed a significant easing in the teacher shortage, particularly during the most recent years. In 1965, the reported shortage for the Province was 263; in 1966 it was 238; in 1967 it was 229; in 1968 it was 82 and in 1969 it was only 26 (Brief 1970:5). In percentage increases the Alberta teaching force between 1962-63 and 1969-70 grew faster (54.4%) than the school enrolment (29.6%), a factor which is explained in part by the immigration of hundreds of out-of-province teachers to Alberta (Brief 1970:7).

Undergraduate enrolments in the Faculties of Education increased steadily from 1726 during 1959-1960, to 7,088 during 1969-1970 (Report of Department of Education 1960:113; Brief of BTEC 1970:Table II). In addition, students during that period showed a marked tendency to remain for periods of training in excess of what was actually required for basic

certification. This was reflected in the rapidly increasing percentage of Alberta teachers holding degrees (29.5% in 1961-62; 49.3% in 1968) (Brief 1970:9).

Following the Commission, in August 1960, the ATA submitted a further brief to the Minister urging an increase in certification requirements to two years (1960:2-3). The Department's attitude was revealed in the following statement:

It has already been announced that if enrolments at the Faculty of Education of the University of Alberta continue to increase at the rate experienced during the past three years it should be quite feasible to require a minimum of two years of training for all students who enter the Faculty of Education commencing in September 1963. The Department is not convinced that four years of teacher training are necessary for all teachers in the elementary and junior high schools (Two Years After, 1961:25).

The Department's decision to increase certification requirements to two years was actually made a year earlier, to take effect from September, 1962. This came about largely because the ASTA, and their representatives on the BTEC decided at that time to support the change to two years' training. S. C. T. Clarke explained the Minister's dilemma:

. . . the thing the Minister was looking for was the position of the Trustees. He knew the position of the other people anyhow. Imagine the political situation if the Minister had raised standards and if the next year headlines in the paper had reported that 500 schools couldn't find teachers, and so many children were not being educated (1970).

What caused the trustees to modify their views on extended teacher education? There had always been the belief among the trustees that changes in certification regulations might aggravate the teacher shortage. This feeling was

particularly strong among the rural trustees, who had been responsible, in 1954, for the defeat of a Convention resolution urging two years of training before basic certification. Rural trustees also tended to subscribe to the view that elementary teachers needed only a single year of preparation to perform adequately in the classroom. They thought that they might not be able to afford teachers with higher qualifications--an understandable situation, as many had fought to halt the spiralling costs of education, and had low salary schedules in their systems (Clarke, S. C. T.:1970). The rural trustees, before 1962, had always had majority representation at Conventions, where policy was made, hence up to 1962 the Association's policy invariably reflected rural opinion, and the Minister of Education, and the Government, were sensitive to rural opinion (Coutts:1970). The year 1962, however, marked the end of rural ascendancy among the trustees--the first urban president was appointed in 1962--and marked also the end of ASTA resistance to increasing certification requirements, as the urban delegates were more sympathetic to the need for more highly qualified teachers. Since the first significant step taken in 1962 to raise certification requirements, the ASTA has taken the view that as long as an adequate supply of teachers was maintained, longer periods of teacher training should be required (Weidenhamer:1970).

From 1962, the BTEC made repeated submissions to the Minister to raise the certification requirements still further

(Byrne:1970). Byrne strongly supported the idea of a degree for every teacher, although his views were not fully supported within the Department of Education:

There was a division of opinion within our meetings between myself and the Deputy. The Deputy held the view that two years would be adequate for elementary teachers, and I took the view that we needed to work toward a degree. I think by and large the Department would accept the degree and that's what has occurred. We are moving towards a degree and we're not too far away from it now. The Department doesn't have any official view, of course, except that which the Minister holds . . . (Byrne:1970).

Byrne continued to press for higher certification requirements after he became Deputy Minister. In view of the improving teacher supply, and acting on advice from the BTEC, the Minister of Education in 1967, the Hon. R. Reiersen, agreed to a minimum three-year program for initial certification. The Minister himself made the suggestion that the full degree should be required for permanent certification. This clause was incorporated in the new regulations which became effective on September 1, 1968 (Report of Department of Education, 1968:54).

Equating Certificates

Source of the recommendation. This recommendation was suggested by Dean Coutts of the Faculty of Education, who thought that its implementation would reduce considerably the cost and labor of evaluation and administration (Coutts: 1970).

Recommendation 149. THAT A STAGE OF PREPARATION BE NOTED ON ALL CURRENT AND FUTURE CERTIFICATES, AND THAT THE

PLACEMENT OF TEACHERS ON SALARY SCHEDULES BE DETERMINED
BY COMPLETED STAGES.

This recommendation, which was directed to the Department of Education, was never put into effect. Coutts explained that ATA officials opposed the idea of Departmental control over equating certificates for salary purposes, as they believed that the Department of Education would be more lenient than the Faculty, or the ATA itself, in interpreting the stages. On this they had some evidence from the experience in Newfoundland, where teachers with minimal qualifications were granted certification (Coutts:1970).

The evaluation of teachers' qualifications for salary purposes was discontinued by the University in 1966 after Coutts announced that the Faculty was no longer prepared to undertake this task. The University's Teacher Evaluation Committee closed its books on December 31, 1966 and for a short interim period the Department of Education performed evaluation for the School Foundation Program (Clarke, A:1970). In 1966 the ATA established its own Teacher Evaluation Service which, after March 1967, operated to perform the task of evaluation for salary purposes under terms of an agreement reached among the ATA, the ASTA and the Department of Education. The process of negotiation through which control of evaluation for salary purposes passed to the ATA's Teacher Qualification Service is described in a study by Angus (1968).

The ATA Teacher Qualification Service continues to evaluate qualifications in terms of years and portions of

years, and allowance for partial years of qualifications is still built into most of the teacher agreements, particularly among the counties and divisions (Rieger:1970). As the Teacher Qualification Service is willing to operate its service in this way, the need for which the recommendation was made--to reduce the cost and labor in administering the service--apparently no longer obtains.

Central Registry of Teachers

Source of the recommendation. This recommendation arose from the Commission's discovery that an accurate appraisal of the teacher force--its composition, distribution, quality, and the need for replacements--was not possible from the records held at the Department of Education. The Commission believed that some common provision should be made to produce a more orderly system of certificates, to simplify the appraisal of qualifications for salary purposes, and to provide a complete base of detailed information on the whole teaching force (Report 1959:191). The Brief of the ATA also claimed that information contained in the Annual Report of the Department of Education was incomplete, and that a system should be developed whereby up-to-date information on all aspects of Alberta's teaching force would be reported (1958: 34-35).

Recommendation 150. THAT A CENTRAL REGISTRY OF TEACHERS BE ORGANIZED UNDER APPROPRIATE JURISDICTION--THE DEPARTMENT OF EDUCATION, THE UNIVERSITY, OR BOTH--THE PRIME FUNCTIONS OF WHICH WILL BE TO MAINTAIN RECORDS

OF EVERY ASPECT OF THE COMPOSITION OF THE TEACHER FORCE.

Nature of the recommendation. This recommendation was directed to "appropriate jurisdiction," but where was such jurisdiction presumed to lie? The ATA took the view that a Central Registry was a professional matter, hence responsibility for developing and maintaining a data bank should be theirs (ATA Magazine, October 1960:24).

Extent of implementation and significant factors. This recommendation has not been implemented. Two years after the Commission the ATA was still interested in the formation of a Central Registry, and the Registrar of the Department, in consultation with the ATA and the BTEC was reported to be studying ways and means of improving and extending records relating to teachers (Two Years After, 1961:12). No group appeared willing to accept responsibility for developing a Central Registry, and the matter never became an issue. When control of evaluation for salary purposes passed to the Teacher Qualifications Service of the ATA, this body began to assemble records on teachers; the Department of Education has records which apply principally to certification. Evaluations made by the Teacher Qualifications Service are accepted by the Department for Foundation Program purposes; the Department assesses qualifications for teacher certification and passes that information to the Teacher Qualifications Service. With this exchange of information between the two bodies, each has been

able to maintain extensive and complementary records, and under those conditions the need for a Central Registry has virtually passed. Rieger explained the apparent lack of interest in a Central Registry thus:

Nobody worried about this. Nobody was particularly interested in it. The Department and the Registrar has a registry of teachers, a list of teachers with their qualifications and certification. We have in our office a list of members who are paying fees, which we get from school boards. The Teachers' Retirement Fund has a list for pension purposes, and our Teachers' Qualifications Service has a list . . . so we probably dropped it because we weren't clear about what we wanted this Registry to do, and I would be hard pressed at this moment to give a reason for wanting a Central Registry.

We have excellent co-operation with the Registrar's office. Every teacher fills in a lengthy form and we get a copy, and the Dominion Bureau of Statistics gets these and from them we get an analysis of the teaching force each year. It's no issue--no-one is interested at the moment. It was considered, but no-one pushed this very hard (1970).

This recommendation has been classified Not Implemented; Under Consideration.

Out-of-Province Teachers

Source of the recommendations. No submissions relating to out-of-province teachers were made to the Commission.

Recommendation 151. THAT OUT-OF-PROVINCE TEACHERS WHO ALREADY HOLD PERMANENT CERTIFICATION AT THE LEVEL OF THE NEW REQUIREMENTS RECEIVE AN INTERIM CERTIFICATE IN ALBERTA, THIS CERTIFICATE TO BE MADE PERMANENT WHEN PERFORMANCE IS JUDGED SATISFACTORY.

Recommendation 152. THAT OTHER OUT-OF-PROVINCE TEACHERS BE SUBJECT TO THE NEW REQUIREMENTS AS RECOMMENDED.

Nature of the recommendations. These recommendations were intended to ensure that teachers coming from other jurisdictions would be required to hold qualifications at least equal to those demanded of Alberta teachers entering the service under the Commission's transition plan. The recommendations were directed to the Minister of Education, and apparently referred to the practice of granting Letters of Authority to people whose qualifications were less than those required for basic certification.

Extent of implementation. Recommendation 151 has always been in effect. Any teacher coming into Alberta with qualifications judged by the Department of Education to be equal to or better than those currently required for the certification of Albertan teachers, was granted Interim Certification which could be made permanent only if the holder was a Canadian citizen or a British subject, if he had taught successfully in Alberta schools for two years, and if he could present a recommendation from a Superintendent of Schools (Clarke, A:1970).

Recommendation 152 has never been implemented. During the 1960's, the Minister of Education, because of the teacher shortage, allowed teachers from Alberta and other places to accept employment if they held qualifications which were judged to be equal to those required under old regulations, only if their qualifications were obtained at a time when the old regulations were in effect in Alberta. This meant that

any teacher, whether from Alberta or elsewhere, who had taken his teacher training before 1962, could be employed in an Alberta school system right up to 1970-1971 even though his qualifications were equal only to one year's training beyond grade XII. Teachers who had received their training after 1962, whether in Alberta or elsewhere, were required to hold qualifications equal to or better than two years of teacher education to obtain employment. From the beginning of the 1971-72 school year all incoming teachers will be required to hold at least the equivalent of three years of teacher education (Clarke, A:1970).

Significant factors. The decision of the Minister to require three years of teacher education to gain employment can be attributed largely to recommendations made by the BTEC, and to the easing of the teacher shortage. Between 1962 and 1969 a total of 2079 out-of-province teachers was granted interim Junior Elementary Certification on the basis of their having obtained their qualifications before 1962 (Department of Education Reports:1962-1969). This influx undoubtedly helped to overcome the teacher shortage. In the same period, a total of more than 6,000 Letters of Authority was granted to teachers whose qualifications would not entitle them to Interim Certification; many of these teachers were from places outside Alberta. In future Letters of Authority will be granted more sparingly, and will be extended only if the holders are able to show evidence of progress towards the

removal of their deficiencies (Sheppy:1970).

Non-Teacher Specialists

Source of the recommendations. Several lay groups submitted briefs on the subject of non-teacher specialists and the possibility of their being employed in the schools. The Commission summarized these briefs as follows:

Persons who are particularly qualified in certain subject fields, such as music, art, dramatics, shops, home ec., might, by taking a short term of teacher training, be permitted to teach their own special subject in the high schools. Some would admit these persons even before their teacher training had begun, when qualified teachers are not available (Classification:82).

Groups submitting these ideas included several Home and School Associations, the Canadian Bandmasters' Association, the ASTA and the Canadian Federation of University Women.

Recommendation 153. THAT AN EVALUATION OF THE INDIVIDUAL'S COMPETENCE IN CONTENT BE MADE, AND APPROPRIATE CREDIT ASSIGNED, BY THE FACULTY OF EDUCATION.

Recommendation 154. THAT AN EVALUATION OF THE INDIVIDUAL'S COMPETENCE IN OTHER ASPECTS OF TEACHER PREPARATION (PRESUMABLY IN TERMS OF THE FOUR-FOLD APPROACH) TOGETHER WITH AN ASSESSMENT OF ADDITIONAL QUALIFICATIONS NEEDED FOR CERTIFICATION, BE MADE BY A COMMITTEE ON SPECIAL CERTIFICATES CONSISTING OF THREE MEMBERS OF THE FACULTY OF EDUCATION, THE REGISTRAR OF THE UNIVERSITY, AND A COMPETENT TEACHER IN THE APPROPRIATE FIELD OF SPECIALIZATION.

Nature of the recommendations. The Commission believed that in certain non-academic areas of the school curriculum, people without formal teacher training but with

special competencies in their own field could be given some credit for the content of their specialties on entering the Faculty. In addition, people with extensive teaching experience in non-school situations might be given some credit for the methods and practice aspects of the program. These recommendations were directed to the Faculty of Education.

Extent of implementation. Recommendation 153 has always been in effect (Coutts:1970). The Faculty has always been prepared to allow credit for non-professional courses taken in other institutions, which were judged by the Faculty to be comparable with certain courses offered by the University of Alberta. In addition, the Faculty has granted advanced placement to persons who were able to demonstrate, usually by examination, proficiency in a particular subject field even though no formal course work had been taken (Coutts:1970).

Recommendation 154, on the other hand, which suggested that credit on the professional course work might be given people with teaching experience in non-school situations, has not achieved any degree of implementation. The Faculty has always adhered to the principle that teacher education should precede actual teaching, and neither the Faculty nor the Department of Education took any action on this recommendation. No person who entered the Faculty was able to claim credit or advanced standing in the professional course work or in practice teaching unless he already held

qualifications obtained at a recognized teacher education institution (Coutts:1970).

Summary of Recommendations on Professional Certification

Tables 9 and 10 present the principal findings on recommendations concerned with Professional Certification.

The principal issue in this group of recommendations dealing with professional certification was the length of professional preparation which should be required before basic and permanent certification. The position taken by most of the major groups, the ASTA excepted, was that four years, including a degree, should be the minimum requirement. The Minister has gradually moved towards this goal, and full implementation (four years before basic certification) seems imminent. The political implications in the implementation of these recommendations have been mentioned; what appears to have been the most significant factor in influencing the Minister to proceed through stages toward full implementation was agreement among all the major groups, particularly as this agreement was reflected in the BTEC. But implementation of the Commission's Transition Plan recommendation (147) has been slow, a circumstance which may be explained in part by the persistence of a doubt among lay groups, including the ASTA, that four years of professional preparation is really necessary for all teachers. Recommendations which depend for their implementation upon the Minister of Education would appear to require the almost whole-hearted support of

all major educational groups in the community, and not just of their representatives on the BTEC.

Recommendation 149 failed to achieve implementation because the ATA sought, and was successful in gaining, control over the assessment of teacher qualifications for salary purposes. This recommendation is an example of a recommendation's failing to be implemented because it was seen by one particular group--in this case the ATA--to have implications which could be injurious to the cause of that group. Recommendation 150 failed largely because it was not considered sufficiently important to warrant serious attention, but also because the ATA believed that its implementation, if effected at all, should be under the jurisdiction of the professional association. This confusion over responsibility for implementation probably accounted for the fact that no particular group was prepared to take the initiative in developing a Central Registry. Recommendations 151 and 153 were in effect at the time of the Commission, hence they endorsed existing policies and practices. Recommendation 152 was held to be an impractical proposition during the teacher shortage, although the indications are that in future (from 1971) all out-of-province teachers will be required to meet current qualification requirements for basic certification. Recommendation 154 was seen to be contrary to the policy and practices of the Faculty and for that reason was to all appearances rejected by that body. There is no indication that this recommendation

has been under consideration at any time since the Commission, least of all by the Faculty, to which group it was directed.

PROFESSIONALISM

Sources of the Recommendations

Several briefs submitted to the Commission suggested ways in which teachers might become more professional. A summary of the main points advanced in those briefs--which were principally from various lay groups--was provided by the Commission:

Teachers must become more professional; the body must exercise its right to suspend members who are not maintaining professional standards; must adhere to its code of ethics; must become divorced from the Labor Act. A Canada-wide College of Teachers should be established. Teachers should receive more support for their classroom authority from school officials and parents. The teaching staff should be utilized more fully in planning school policy and making educational changes (Classification:99).

In an address to the 1960 Annual General Meeting of the ATA, Mowat revealed something of the Commission's reasons for making recommendations designed to enhance the professional image of teachers:

During the last decade, and longer, salary matters have occupied much of the Association's energy and time and have made heavy demands upon its locals and individual members. In fact the public seems to have identified the Association's reason for existence as being synonymous with salary negotiations. The record of the past ten years reveals annual negotiation, arbitration, strike and threat of strike. Boards and teachers have pitted against each other in bitter controversy. Feelings have run high. The whole pot of claims and counter-claims has spilled over into the public. Many taxpayers have become involved emotionally and with no uncertainty lay their personal tax problems at the teachers' door. The impression seems to be abroad, then, that your Association is really a union, unreasonably pre-occupied with securing annually higher salaries (ATA Magazine, June 1960:8).

Table 9

Extent to which Recommendations on
Professional Certification
Have Been Implemented

Implemented in full	Implemented in part	Rejected	Under consideration	Not considered
146	147	154	149	
148			150	
151			152	
153				

Table 10
Sources of Recommendations
and Implementing Groups

Number	Source	Directed to	Implementation effected by
146	Faculty, ATA, ACRR, others	Minister of Education Board of Teacher Education and Certification	Minister of Education (1968)
147	Commission	Minister BTEC	Minister
148	Commission	Minister BTEC	Minister
149	Dean Coutts	Minister	Not implemented
150	ATA Commission	"Appropriate jurisdiction"	Not implemented
151	Commission	Minister	Minister
152	Commission	Minister	Not implemented
153	Lay groups	Faculty	Faculty
154	Lay groups Commission	Faculty	Not implemented

The Commission agreed that the public impression of the Association had detracted from the potential influence upon education of the profession as a whole, and hoped that its recommendations might help to advance the development of professionalism among the teachers, without which educational progress would be seriously impeded (Report 1959:192).

The Commission's Recommendations

Recommendation 155. THAT THE A.T.A. HAVE AND ACCEPT THE RESPONSIBILITY OF JURISDICTION OVER THE COMPETENCE AND ETHICS OF ITS MEMBERSHIP SO THAT ITS CORPORATE ACTIONS ARE SEEN AS PROFESSIONAL.

Nature of the recommendation. This recommendation was directed to the ATA.

Extent of implementation. By 1961 the ATA had adopted a policy resolution which accepted jurisdiction over the "competence, ethics and certification of its membership," (Policy Resolution 6A.3 1960; ATA Handbook 1969:190) and was prepared to produce a list of achievements to demonstrate that every effort was being made to implement the recommendation (Two Years After, 1961:41-42). In 1961, a Departmental Committee which reviewed the recommendations at the request of the Minister placed this recommendation in a category entitled "Has been implemented or will soon be implemented" (Two Years After, 1961:2), which appeared to indicate that the ATA had made considerable progress toward "professionalism." Among ATA membership, however, doubts

were expressed that full responsibility for the competence and ethics of its membership could be accepted while control of entry to the profession rested with authority other than the professional organization.

Significant factors. S. C. T. Clarke (1970) explained the position of the ATA in this way:

The position the ATA has taken over the years is sound--that [to the extent that] it has a voice in determining who enters the profession, it is willing to accept responsibility for the competence of people in the profession.

In recent years the position described by Clarke has been given policy status:

The professional organization accepts the responsibility for procedures to assist, to warn and, if necessary, to decertificate incompetent teachers to the degree that it shares in the decisions in the elements of their preparation particularly recruitment, selection, admission, and certification (Policy Resolution 2.6, 1967:ATA Handbook 1969:178).

The ATA continues to press for control of entry to the profession; but, according to Rieger, it does not ask for unilateral control (1970). In fact, the Association does share in decision-making with regard to certification through its representation on the BTEC, and on the Certification Referral Committee of the Board. The four ATA members on the BTEC carry considerable influence, evidenced by their successful opposition to a Departmental proposal to dispense with interim certification (Rieger:1970). Rieger said in interview that the Association, under present circumstances, is willing to accept considerable responsibility for

competence of its membership:

The Department and the Minister have given us every opportunity to make our representations and we haven't too much to quarrel with. The things we've asked for have by and large been implemented, but we realize the Minister has various political things to take into account. It is safe to say that the Association's voice is heard and carries some influence.

The way we're headed right now, and according to policies passed at the recent Annual Meeting, the Association would accept a fair amount of responsibility for competence. We wouldn't accept complete accountability for competence

The ATA has under study a proposal for developing bylaws for dealing with competence analogous to the Discipline Bylaws of the Association (Rieger:1970).

The Association has, for many years, under the terms of the Teaching Profession Act accepted some responsibility for the ethics of its membership (Teaching Profession Act; Regulations 15-21; ATA Handbook 1969:167-168). This Act includes provision for the disciplining of teachers found guilty of unprofessional or unethical conduct; it provides for expulsion from the Association and recommendation to the Minister that certification be suspended or cancelled.

Recommendation 156. THAT THE A.T.A. BE RECOGNIZED AS HAVING THE RESPONSIBILITY OF MAKING CAREFUL RECOMMENDATIONS TO APPROPRIATE BODIES REGARDING ALL ASPECTS OF EDUCATION, AND THAT SUCH RECOMMENDATIONS RECEIVE EQUALLY CAREFUL CONSIDERATION.

Nature of the recommendation. To which group or groups this recommendation was directed, and how implementation was to be put into effect, were matters on which the Commission provided little information. The Commission believed that the views of the Association warranted greater

consideration than they had been accorded in the past, but how could this be achieved? It would seem that much of the responsibility for implementation lay with the Association itself, for recognition of the Association's right to speak for the teachers of the Province would have to be earned; it could not be granted by fiat. Rieger (1970) felt that implementation has occurred through ATA membership on all important educational committees within the Province, which allows the views of the Association to be made known to a wide section of the public. But to what extent the views of the Association are influential in educational decision-making is a question outside the scope of this study to consider. Rieger was of the opinion that "the Association's voice is heard, and it carries some influence" (1970). How much influence the ATA has, and how it achieved that influence, are matters for future research to discover. Whether or not this recommendation has been implemented is, at the present time, a question which can be answered only by personal judgement.

Summary of Recommendations on Professionalism

Tables 11 and 12 summarize the major findings of the section on Professionalism.

Recommendation 155, in the view of the ATA, could not be carried fully into effect because the Association lacked full control over all of the important variables. Nevertheless, implementation has occurred to a considerable degree.

Table 11

Extent to which Recommendations
on Professionalism Have Been
Implemented

Implemented in full	Implemented in part	Not Implemented
	155	
Unclassified: Recommendation 156		

Table 12

Sources of Recommendations
and Implementing Groups

Number	Source	Directed to	Implementation effected by
155	Commission Lay groups	ATA	ATA
156	Commission	unknown	unknown

Recommendation 156 is expressed in such general terms that it is not possible to ascertain precisely to which groups it was directed, nor is it possible to assess the extent to which implementation has occurred.

Chapter 5

THE PAYMENT OF TEACHERS

The Commission recognized that its proposals for selection, education and certification would fail to attract and retain competent teachers in the profession unless there were also concomitant and comparable reforms in the payment of teachers. In the first place the Commission recommended a form of merit rating intended to recognize and reward the outstanding practitioner, and secondly, substantially increased salaries for qualified teachers.

MERIT RATING

Sources of the Recommendations

Much of the interest in merit rating of teachers stemmed from the representatives of business. The view held by business people was that, in education as in business, good employees should be paid more than poor employees.

During the course of the Commission's hearings, so much interest was shown in the possibility of a merit rating scheme for Alberta's teachers that the Commission asked the ATA, the ASTA, and the AFHSA to prepare additional submissions setting out in detail their attitude towards merit pay. Of the three groups, only the ASTA expressed interest in introducing merit pay schemes, but did not make any specific

proposals on the subject. The ATA prepared an extensive supplementary brief, the result of considerable study of existing schemes. The ATA distinguished among the terms merit rating, merit pay, and the merit principle. Merit rating was defined as a systematic method of evaluating employee performance; merit pay as rewarding with money those who are ranked as superior on some kind of rating scale; and the merit principle was defined as:

the concept of selecting employees on the basis of ability to do a certain job, and advancing them during satisfactory performance of duty . . . the merit principle demands that a careful screening take place before hiring; it requires that competent supervision be available during the term of service; it requires that vigorous measures be applied to weed out the incompetent, and it requires constant in-service education (ATA Supplementary Brief 1958:5-6).

Both the ATA and the AFHSA identified their positions with the merit principle; both pressed for higher entrance standards to the Faculty, more teacher education before certification, higher salaries and pensions before merit schemes could be considered. As the ATA's Supplementary Brief concluded: "Any attempt to introduce merit pay scales on the basis of our present system is more than slightly ridiculous" (1958:7).

The Commission concurred with this view:

Stated in brief, the essential prerequisite conditions are an embodiment of what has been called the "merit principle": that appropriate means be established whereby--so far as possible--only the meritorious enter the profession in the first place, and whereby meritorious performance can be elicited and maintained. With the implementation of this principle, the basic purpose of merit pay--to recognize excellent work--can be more readily fulfilled. Indeed, it seems quite possible that

when the prerequisite conditions have been satisfied, the need for "merit pay" will have largely disappeared. But unless they are satisfied, the desired result--improved instruction in the classroom--will not have been achieved at all (Report 1959:195).

Nevertheless, the Commission felt that there was justification for introducing a merit system which was intended to recognize excellent performance and to reward it in tangible fashion, after the prerequisite conditions had been satisfied (Report 1958:194).

The Commission's Recommendations

157. THAT TEACHERS WITHOUT PERMANENT CERTIFICATION BE LIMITED TO THREE EXPERIENCE INCREMENTS.

158. THAT WITH THE EXCEPTION OF RECOMMENDATIONS 159 AND 160 ALL TEACHERS BE LIMITED TO SIX YEARS OF AUTOMATIC EXPERIENCE INCREMENTS.

159. THAT SCHOOL BOARDS BE PERMITTED TO EXTEND EXPERIENCE INCREMENTS BEYOND SIX YEARS IN THE CASE OF INDIVIDUAL TEACHERS JUDGED TO BE SUPERIOR.

160. THAT A MASTER TEACHER GROUP, INCLUDING FROM ONE TO FIVE PER CENT OF THE TEACHING FORCE AND WITH SALARIES AT LEAST \$2,000 HIGHER THAN THAT OF OTHER TEACHERS, BE ESTABLISHED ON A PROVINCIAL BASIS.

161. THAT A TRANSITION PLAN BE DEVELOPED SO THAT TEACHERS WILL BE TRANSFERRED TO AN APPROPRIATE CATEGORY IN THE NEW PLAN (RECOMMENDATIONS 157-160 INCLUSIVE), NO TEACHER BEING REDUCED IN SALARY AS A RESULT.

162. THAT ALL TEACHERS WHO DO NOT ACHIEVE PERMANENT CERTIFICATION OR IMPROVE THEIR QUALIFICATIONS AS THE CASE MAY BE, WITHIN THE TIME ALLOWED FOR THESE PURPOSES, THEREAFTER HAVE NO SECURITY OF TENURE UNTIL THEY HAVE DONE SO.

163. THAT TEACHERS BE CALLED UPON TO ASSIST IN THE DEVELOPMENT OF CRITERIA FOR RATING, OF A STANDARD RATING FORM, AND OF THE COMPOSITION OF THE RATING TEAM.

164. THAT A REVIEW BOARD CONSISTING OF A HIGH OFFICIAL OF THE DEPARTMENT OF EDUCATION (THE DEPUTY MINISTER OR HIS REPRESENTATIVE), A REPRESENTATIVE OF THE

ATA, AND A REPRESENTATIVE OF THE ASTA, BE ESTABLISHED TO REVIEW RATINGS WHICH HAVE BEEN FOUND UNSATISFACTORY OR ARE OTHERWISE IN QUESTION.

165. THAT THE TEACHER IN ALL CASES HAVE THE RIGHT OF APPEAL THROUGH THE MINISTER TO A BOARD OF REFERENCE SET UP BY THE LIEUTENANT-GOVERNOR-IN-COUNCIL UNDER SECTION 351 OF THE PRESENT SCHOOL ACT.

Nature of the recommendations. The merit plan devised by the Commission placed limits on the number of experience increments which would be granted: three increments only for teachers without permanent certification, six increments for those with permanent certification. However, for "individual teachers judged to be superior," additional increments to a maximum of four could be granted at the discretion of school boards, and for the really outstanding teachers, constituting from one to five per cent of the teaching force, a Master Teacher class would be created, with salaries at least \$2,000 higher than those of other teachers. Teachers would be rated only after the sixth regular increment, when they were being considered for promotion to the superior teacher class, and after the fourth special increment if they wished to be considered for appointment as Master Teachers. The most difficult part of the plan was seen by the Commission to be the setting up of criteria and procedures for rating; for that reason it was suggested that teachers should share in the development of these criteria and procedures. Teachers were to have the right of appeal to a board of reference.

Recommendations 157, 158 and 159 were to be

implemented by local school authorities; the remainder were to be primarily the responsibility of the Provincial Government and the Department of Education.

Extent of implementation. None of these recommendations has been implemented except recommendation 162, which came into effect in 1968 with the introduction of new certification regulations which stated that people holding Provisional Certificates would have these certificates re-validated only upon receipt of evidence that the holders had made some progress, during a period of three years, toward the B.Ed. degree (see Recommendation 148).

Significant factors. The implementation of these "merit" recommendations was seen to require the support of the teachers of the Province. The Government recognized this as a prerequisite, and was not prepared to interfere in the established practice of arriving at salary levels by collective agreement between school boards and the teachers:

The Commission's proposals with respect to merit rating of teachers' salaries appear sound in principle, but the implementation of these recommendations is a matter for collective bargaining between local school authorities and the teachers which they employ. The alternative would be new legislation governing teachers' salaries. No such legislation is proposed by the Commission (Two Years After, 1961:33).

The teachers, however, were not prepared to lend their support to the merit rating recommendations. S. C. T. Clarke recalled that following the Commission's Report there were no further discussions within the ATA on the merit recommendations (Clarke, S. C. T.:1970). The ATA had in

1959 adopted as policy a resolution opposing the implementation of a system of merit rating for pay for teachers anywhere in the province; that resolution remains part of Association policy today (Policy Resolution 5A.8, 1959/1969, ATA Handbook 1969:187). The Association took the view that the Commission's recommendations were substantially no different from a merit pay scheme (Clarke, S. C. T.:1970), despite Mowat's assurances that they were not, that a typical merit pay scheme was something "with which the Commissioners wished to have little to do" (Address to the ATA Annual Banquet; ATA Magazine, June 1960:35). In a recent interview (1970), Mowat stated that the Commission did not really succeed in separating what it had meant in its recommendations from the general concept of merit pay. But there was, in Mowat's view, a more fundamental reason for the ATA's rejection of the recommendations:

The ATA membership, in majority, consisted of people who probably saw themselves as having no hope of becoming Master Teachers unless they secured much more education . . . they saw this designation as applying to the teachers with degrees, who were in a minority among all association members.

The ATA had come through years of struggling for a single salary schedule, and for conditions which benefited teachers as a group. Therefore, I believe the recommendation was seen by officialdom in the ATA as being one which (a) wouldn't have the support of the majority of teachers, and (b) if espoused by the minority of membership in the ATA, would create a strong issue among the general membership (Mowat:1970).

In the face of ATA opposition to the proposals, neither school boards anywhere in the province nor the Provincial Government was prepared to take the initiative in

implementing the Commission's recommendations. Many boards, with committees of teachers, have studied merit pay schemes but none, according to Rieger, has yet produced a workable proposal (1970). Weidenhamer said that school boards would have found it very difficult to implement a merit system in view of the ATA's policy (1970). But policy is always subject to review, and the ATA is still prepared to study and discuss merit pay proposals (Rieger:1970). There continues to be a considerable public demand for merit pay for teachers, and in Rees' view, merit pay could again become an issue, "like a time bomb that could get active at any time" (1970). Weidenhamer thought that differentiated staffing had fulfilled in many systems the function of the superior teacher. However, Mowat (1970) was of the opinion that the case for the Master Teacher or its equivalent is as strong today as it was when the Commission made its recommendations:

I believe that the ATA must accept more responsibility for the preparation of future teachers . . . in the area of student teaching, which is a kind of apprenticeship. The Association must identify its Master Teachers if it is going to improve the profession. Whether the idea of the Master Teacher is accepted in its proposed form, or in some other, is not significant, but the need is urgent for teachers to reward excellence and to assume more responsibility for the preparation of future members of the profession (Mowat:1970).

THE SALARY SCHEDULE

Among the briefs which gave attention to the matter of teachers' salaries there was considerable agreement that salaries should be made comparable with those of other

professions with similar standards of preparation (ATA Brief:50; ACRR Brief:4; ASTA Brief:21; AFHSA Brief:20).

The ATA Brief went so far as to suggest that there should have been several hundred top administrative positions with salaries of at least \$15,000 (1958:50). The ASTA took a much more conservative approach:

With respect to retaining teachers in the profession the matter of salaries is an important one. The phrase "commensurate level" is now commonly used when teachers' salaries are being discussed, but little or no effort is made to establish just what or where that level should be. The statement that public support should be developed to increase salaries of teachers to a level commensurate with those of professions requiring similar education and experience is possibly a good one. Those of us responsible for education however, have failed to determine a "commensurate level" and have failed to determine how near or how far from such a level are the salaries now being paid to our teachers. These are the things about which the public must know the facts (1958:21).

The Commission undertook to provide those facts. A careful investigation was made into the whole question of professional salaries, resulting in the construction of a salary scale which disclosed that in the opinion of the Commissioners, salaries for teachers with degree qualifications should have been considerably higher in 1959 than they actually were. Mowat recalled that it was the deliberate intention of the Commissioners, in publishing their salary scale, to shock the more conservative members of the public (Mowat:1970). Weidenhamer agreed that it certainly had that effect among the school trustees, who had not expected the Commission to recommend such high salaries (1970).

Salaries for qualified teachers have risen

considerably since the Commission, but whether the Commission's salary scale influenced school boards to increase salaries is a matter for conjecture only. Mowat (1970) felt that the salary scale might have given the ATA a stronger bargaining position, and that trustees, having been shocked, might have offered less resistance to proposals for salary increases. Rieger (1970) agreed that the Commission's recommending such high salaries for qualified teachers probably made school boards more disposed to accede to requests by the teachers for salary increases.

Summary of Recommendations of Merit Rating

Tables 13 and 14 present the principal findings of this section of the study.

The merit recommendations failed largely because they were opposed by the ATA and because no other group--including the Provincial Government, to which some of the recommendations were directed--was prepared to initiate procedures to bring in a merit system while the teachers were so strongly opposed to it. Although the merit recommendations were rejected by the ATA at the time of the Commission, it has been suggested that the topic of merit pay could again become a live issue, and for that reason this group of recommendations, excluding recommendation 162, has been classified "Under Consideration."

Table 13

Extent to which Recommendations
on Merit Rating Have Been
Implemented

Implemented in full	Implemented in part	Rejected	Under consideration	Not considered
162		157	161	
		158	163	
		159	164	
		160	165	

Table 14
Sources of Recommendations
and Implementing Groups

Number	Source	Directed to	Implementation effected by
157-159	) Commission	School boards	Not implemented
	) ASTA		
160-165	) Lay Groups	Provincial Government; Minister	162 implemented by Minister of Education; 160, 161, 163-165 not implemented

PENSIONS AND SIMILAR BENEFITS

Sources of the Recommendations

In only three briefs submitted to the Commission were recommendations made for changes in pension regulations. These recommendations were summarized by the Commission thus:

Provisions should be made in pension plans for the older teachers, for teachers moving from one province to the other, and for kindergarten teachers where such have been authorized by a local board (Classification:97).

The ATA Brief recommended only that school boards should contribute to pension and health benefits for their teachers (1958:51).

The Commission's Recommendations

166. THAT IN VIEW OF THE TEACHER SHORTAGE AND OF THE VALUABLE SERVICE THAT CAN BE CONTRIBUTED BY MANY TEACHERS OVER THE AGE OF 65, THE RESTRICTION ON THE RECEIPT OF PENSION BY SUCH TEACHERS WHILE TEACHING IN ALBERTA BE REMOVED.

167. THAT PENSIONS AND OTHER BENEFITS BE REVIEWED AND IMPROVED IN BOTH PROVISIONS AND PRACTICES.

Nature of the recommendations. Although the Commission felt that "recent improvements in the pension plan for Alberta teachers have made it generally satisfactory" (Report, 1959:198) they nevertheless recommended that teachers who had reached the retirement age of 65, and who wished to continue teaching, should be permitted to draw both pension and regular salary.

Teachers' pensions in Alberta are administered by a four-member Board of Administrators appointed by the

Lieutenant Governor. Two members of the Board are teachers nominated by the ATA. The Teachers' Retirement Fund Act, 1939, and amendments made to the Act, set down the terms under which the Pension Fund is administered.

Both recommendations were directed to the Government of the Province, as any changes in the Teachers' Retirement Fund Act required legislative sanction. Changes in the Pension Plan were a matter for negotiation between the government, which for pension purposes was considered the teachers' employer, and the teachers themselves, through their professional association.

Extent of implementation and significant factors.

With respect to Recommendation 166, the Act was amended in 1960 to permit teachers over the age of 65 to teach for a maximum of eighty days in any year without the loss of pension payments. This amendment was apparently made by the government unilaterally and not as the result of negotiation with the ATA, which at that time showed small interest in the matter (Berry:1970). However, in 1968 the Association made strong representation to the government to implement Recommendation 166 in full as a means of helping overcome the teacher shortage; this was agreed to by the government, and the new regulations, which removed all restrictions on the receipt of pensions by teachers over 65, took effect on July 1, 1968. Recent changes in the Act (July, 1970) revoked this privilege.

Two years after the Commission, in 1961, the government issued the following statement regarding Recommendation 167:

Retirement pension benefits for teachers and the practices followed in providing them have been substantially improved during the past two years by amendments to the Teachers' Retirement Fund Act, the bylaws of the Act, and by the introduction of the Teachers' Supplementary Retirement Fund Act in 1960 (Two Years After, 1961:13).

The ATA was apparently satisfied with these changes, as until 1969 the Association asked for no further amendments. As changes in the Act take place primarily through negotiation, the government, as the teachers' employer, was unlikely to take the initiative in making changes that the teachers had not asked for. However, recent negotiations between the ATA and the government have resulted in quite significant changes to the Act, which took effect July 1, 1970. These changes put into effect certain practices and procedures which have been part of ATA policy for many years, but which have not been strongly pressed by the Association. Under the new regulations, the ATA will gain the right to have pensions calculated to include all years of teaching service, and not merely those years after age 30 as was the case in the past. This will mean that teachers at age 60 will be able to retire on full pension if they have 40 years' service. In return for this gain, the Association has agreed to the revoking of the privilege granted in 1968 which allowed teachers over 65 to teach without losing pension payments (Berry:1970).

Through the process of negotiation, major responsibility for reviewing pension plans and for making suggestions for improvements rests with the ATA. Recent changes in the Act, made as the result of negotiation, would suggest that the Association has accepted its responsibility, thus ensuring continual implementation of the Commission's recommendation.

Summary of Recommendations on Pensions and Other Benefits

Tables 15 and 16 present the principal findings of this section of the study.

Changes in the regulations governing the Teachers' Retirement Fund have not occurred frequently. Full implementation of Recommendation 166 did not take effect until 1968, nine years after the Commission. Where implementation of a recommendation is dependent upon the outcome of negotiation, it would seem that full implementation is most likely only when both parties are in close agreement on a particular matter, or when either one or both of the parties are prepared to forsake certain advantages or privileges in return for others more pressing at that particular time. In this particular instance, the ATA pressed vigorously in 1968 for the implementation of recommendation 168. This had been in effect for only two years when the ATA agreed to exchange the advantages gained by its implementation for other advantages. Therefore, where recommendations are dependent for their implementation on decisions reached during the process of bargaining and negotiation, it is possible that

(1) implementation may be considerably delayed, and (2) if implemented, the advantages gained through their being implemented may be lost at any time as a consequence of the bargaining process.

OTHER MATTERS OF PAYMENT

The Commission recommended an extension to existing programs of student assistance, and certain measures designed to attract well qualified teachers to outlying areas of the province.

Financial Assistance to Teachers-in-Training

Sources of the recommendations. The large number of submissions dealing with student assistance was unanimous in claiming that the bursary system should be continued and expanded, and that remission of fees for teacher trainees should be continued. The Faculty brief asked that the bursary program be expanded and adjusted as hereunder:

1. At a higher rate for students entering the B.Ed. program than for those entering the one-year program.
2. On a parity as between the elementary and secondary route programs.
3. Extended to all four years of the B.Ed. program (1958: 27).

The ATA, which itself offered eleven teacher education scholarships beyond the second year, also recommended that bursary provisions be extended to include the whole of the B.Ed. program, and that bursaries should be extended only to

Table 15

Extent to which Recommendations
on Pensions Have Been
Implemented

Implemented in full	Implemented in part	Not Implemented
166	167	

Note: Implementation of Recommendation 166 ceased July 1, 1970.

Table 16
Sources of Recommendations
and Implementing Groups

Number	Source	Directed to	Implementation effected by
166	Commission	Provincial Government	Provincial Government
167	Commission	Provincial Government	Provincial Government

students with matriculation standing. The brief stated: "These measures would tend to encourage candidates to take more extended training, which has been demonstrated to be related to retention" (1958:47).

Support for these recommendations was given by some school boards (ASTA Brief 1958:24, 26) and by several other groups, both lay and professional (Classification of Briefs: 94).

One school board expressed its disappointment in students who, after accepting School Board Bursaries, had failed to fulfil their obligations to return to their sponsoring system:

Our experience with bursaries this past year has not been too happy. We have given students both bursaries and loans in several instances only to find that they refuse to teach for us. Furthermore all those who have failed to fulfil their agreement to teach have been students with two years of training. We believe that bursary contracts must have some kind of penalty clause added to them to take effect whenever students fail to carry out their contract as regards service.

Peace River S. Div.

(Appendix to ASTA Brief 1958:29).

Other submissions recommended that the Federal Government provide financial aid for education; that a special or independent scholarship board be appointed to study the needs within the various fields of education, to co-ordinate scholarships, to encourage new scholarships, to advise as to qualifications and to prepare and publicize information dealing with all available scholarships and bursaries (Classification of Briefs:95).

The Commission's recommendations. The Commission, reviewing its position on financial assistance to teachers in training, stated that there were three main purposes in student assistance programs: (1) to attract students to the profession in times of shortage, (2) to assist capable individuals who could not otherwise finance further education, and (3) to encourage and reward achievement and excellence (Report 1959:199).

Since bursaries applied to all students regardless of need or excellence, their main function was to attract. For that reason the Commission recommended that they should be sponsored locally. The Provincial Government should, however, assist with the cost as after serving his two years with the sponsoring board a teacher became a provincial asset. Scholarships were seen to apply mainly to the third purpose; loans to the first two (Report 1959:199).

Recommendation 168. THAT A COMPREHENSIVE SYSTEM OF SCHOLARSHIPS, LOANS AND GRANTS FOR TEACHER EDUCATION BE CAREFULLY PLANNED AND INSTITUTED AT THE PROVINCIAL LEVEL.

Nature of the recommendation. Bursaries were awards which carried indenture clauses requiring students to serve for a defined period with the system which sponsored them, and which were made available to all students irrespective of need or academic standing. Grants, on the other hand, were sums of money made available to students by the Provincial Government on the basis of need, and might or might not have carried indenture clauses. The intention of

the Commission in making this recommendation was to emphasize scholarships, loans and grants, and to de-emphasize bursaries, the purpose of which was merely to attract teachers to the profession in times of shortage. The Commission predicted the eventual demise of bursaries:

As salaries are improved, as the profession becomes more professional, and as individuals are more able to finance or to repay loans, the bursary type of incentive should become relatively unnecessary (Report 1959:199).

The recommendation was directed to the Provincial Government, as the only body capable of making available large sums of money for student assistance.

Extent of implementation. Directly, this recommendation asked for a comprehensive system of loans, scholarships and grants for teacher education; by implication it asked that the practice of awarding bursaries (other than school board bursaries) be discontinued. Both of these requests have come to pass. During the final year of the Commission's existence, in 1959, a new Students' Assistance Act was passed in the provincial legislature, which provided for an enlarged program of assistance to all post secondary students, and established a Students' Assistance Board of five persons to administer the new policies (Wishart 1969:1). The initial purpose of the Act was to provide financial assistance to post secondary students (and some secondary students) who would otherwise find it difficult or impossible to obtain education. Assistance was to be in the form of non-repayable grants and in loans, interest-free until completion of

program. There were also provided scholarships of \$100 and prizes of \$50 in certain institutions for high academic standing, and also a number of substantial scholarships in the Faculty of Graduate Studies at the University of Alberta (Wishart 1969:2). The Act, and the various benefits which it brought to students, were designated The Queen Elizabeth Education Scholarship Fund, to commemorate the visit of Her Majesty to the province.

Under the terms of amended regulations of the Act, approved by Order-in-Council on February 22, 1960, the existing program of special financial assistance for teacher education was incorporated in the Act, and the whole student assistance program came under the control of the Students' Assistance Board. The new regulations extended assistance to all years of the B.Ed. program, but at the same time reduced the total amount of assistance granted specifically to teachers-in-training. Further amendments to the Act during the period 1960-1964 gradually removed all provisions for special assistance to education students, and since 1964, education students seeking assistance have received equal consideration with students in all other faculties (Regulations of the Students' Assistance Act, 1959, and Amendments under the Act, 1959-1964).

In 1964 the Federal Government introduced the Canada Student Loans Plan, which provided for loans up to \$1000 per year interest-free to all university students in need. This plan has been integrated with the Provincial Plan, and both

are administered by the Students' Assistance Board, under the chairmanship of Mr. C. C. Merkley. The maximum assistance available to any one student under present provisions is \$2800, consisting of Provincial Grant of \$800, Provincial Loan of \$1000 and Canada Loan of \$1000. The maximum assistance available at the time of the Commission, in 1959, was \$850, of which \$450 was provided by Provincial Grant and \$400 by Provincial Loan. Initially, grants for university students ranged from \$100 to \$450 and were scaled to academic standing. Nowadays any student admitted to university or similar institution may be given the full grant of \$800 based entirely on financial need and regardless of academic standing.

Significant factors. The decision to phase out the program of special assistance to education students was made during 1960 in the Students' Assistance Board, partly as the result of a request from the Dean of the Faculty, who believed that the emphasis placed on bursaries and grants for teacher education placed his students on the level of welfare recipients, which was greatly to their disadvantage in status among students of the other faculties, and which reflected on the teaching profession as a whole (Merkley:1970).

Education students suffered no particular hardship during the phasing-out period, for the increasing program of loans and scholarships for university students in general ensured that there was always sufficient assistance available

to education students in all years of their courses (Merkley: 1970).

Recommendation 169. THAT BURSARIES BE SPONSORED LOCALLY, BUT ASSISTED PROVINCIALLY, AS A MEANS OF MEETING THE TEACHER SHORTAGE.

Nature of the recommendation. The Commission intended that the joint school board-Provincial Government bursary program should be continued, but as it was essentially a device used to attract teachers to the relatively unpopular outlying areas of the province, its use would disappear with an improving teacher supply.

Extent of implementation and significant factors. The recommendation, which was directed to school boards and the provincial government, made its appearance in the Report five months after the government had decided to discontinue the joint bursary program. The Commission did not foresee that this might happen so soon, although it did predict that the need for board-government bursaries would eventually be eliminated by an adequate supply of teachers. Nor did the Commission foresee that the provincial government would embark upon a greatly expanded program of scholarships, loans and grants which would enable any student to attend university without having to obtain additional assistance in the form of a school board bursary. The government's decision to withdraw support from the school board bursary program was probably based on its intention to make more money generally

available to all university students through the Students' Assistance Act (Kellner 1970). The government's withdrawal from the program, and its introduction of the new student assistance program forced school boards to bear alone the cost of any bursaries they might offer to entice teachers to return to their systems; it also placed the board bursary at a serious disadvantage in comparison with the type of assistance which could be obtained under the provisions of the new Act. Students were less attracted by the school board bursary, with its indenture clause which required two years' service in the system at the conclusion of teacher training, than they were to the assistance which could be obtained from the provincial government's new scheme, which at most required that they teach anywhere in the province for two years following training. Consequently, school board bursaries have gradually disappeared. In the 1960-1961 school year, 581 school board bursaries were awarded (Report of the Department of Education 1960:114) but the practice gradually ceased, and at the present time only a few isolated systems such as Northland and Peace River School Districts continue to offer them (Kellner 1970).

Whether or not the recommendation might be said to have been implemented is a matter for personal judgement. While the teacher shortage persisted many school boards continued to offer bursaries; and as recipients of these bursaries could also obtain additional assistance from the provincial government under the terms of the Students'

Assistance Act, it could be said that the province assisted the school boards to send students to university. In this sense the recommendation was implemented. If the recommendation meant that school board-provincial government bursaries should continue as a means of recruiting teachers for outlying districts, then the recommendation was not implemented. In any case, the need for which the recommendation was made has virtually disappeared; Alberta no longer suffers a teacher shortage to the same extent and of the same nature as in 1959, and only the remote districts experience problems in recruiting suitable teachers (Kellner:1970).

Recommendation 170. THAT ANY BREACH OF CONTRACT ASSOCIATED WITH BURSARIES BE MET WITH A PENALTY MORE SEVERE THAN THE MERE REPAYMENT OF THE BURSARY.

Before the Commission's Report was made public, the decision to discontinue the joint school board-provincial government bursary program had already been made. This decision freed the government from responsibility in the matter of school board bursaries, which were from 1959 left entirely under the jurisdiction of the boards to offer as they saw fit. This recommendation was directed to the provincial government, as to introduce penalty clauses in the terms under which bursaries were awarded would have required legislative approval. However, the matter was never raised in the legislature, and the addition of penalty clauses to the new Students' Assistance Act was never contemplated (Merkley 1970).

Recommendation 171. THAT THE RECIPIENTS OF BURSARIES BE SUBJECT TO THE SAME REQUIREMENTS FOR ADMISSION TO TEACHER EDUCATION AS APPLY GENERALLY.

The Commission's reasons for making this recommendation appear to be obscure, as bursary holders have never received special consideration for admission to the Faculty, being required at all times to meet the qualifications for admission as applied generally (Kellner:1970).

Geographic Inducements to Teachers

Sources of the recommendations. Emphasis was given in a considerable number of briefs to the need for financial assistance to enable rural school systems to compete for qualified and experienced teachers. Much of that emphasis was placed on the value of isolation bonuses in attracting teachers to rural areas (Classification:93). As an inducement to teachers to seek employment in rural districts, the Commission made two recommendations respecting the provision of suitable accommodation. These recommendations were suggested, in part, in briefs submitted by the ASTA, the ATA, and several lay organizations (Classification:93).

The Commission's recommendations.

Recommendation 172. THAT WITHIN THE SCHOOL GRANTS STRUCTURE A SYSTEM OF SPECIAL EQUALIZATION GRANTS TOWARDS INSTRUCTIONAL COSTS BE ADOPTED TO SAFEGUARD THE ABILITIES OF SCHOOL BOARDS TO PAY ADEQUATE SALARIES.

Nature of the recommendation. At the time of the Commission, school systems were financed through local

taxation resources and equalization grants funds paid by the Provincial Government. However, the equalization funds amounted to only approximately 25 percent of the total, a situation which militated against the ability of certain school systems, particularly those in outlying areas of the Province, to offer salaries comparable with those paid by more prosperous systems (Report, 1959:275). The Commission's recommendation, directed to the Provincial Government, was designed to correct this state of inequality.

Extent of implementation and significant factors. Two years after the Commission, the Government introduced a new system of school finance into Alberta. The essential characteristics of the system were as follows:

1. All real property, whether in a school district or not, was taxed at a fixed rate, originally 32 mills, on an equalized assessment for school purposes.
2. From the proceeds of this school tax, and from provincial revenues, school boards were paid on an approved cost formula amounts of money intended to provide basic educational services.
3. Expenditures beyond approved costs were met by other school system revenues, including when necessary a supplementary tax on the ratepayers of the school system (Report of the Department of Education, 1961:111).

The regulations governing this new system of finance were known as the School Foundation Program Fund Regulations, and were authorized by Section 304a of the School Act. The introduction of the School Foundation Program Fund, in 1961, implemented in full the Commission's recommendation.

Recommendation 173. THAT IN PROVIDING TEACHERAGES IN

RURAL AREAS NATIONAL HOUSING ACT PROVISIONS SHOULD BE THOROUGHLY EXPLORED BY LOCAL BOARDS.

Recommendation 174. THAT THE RENTAL OF HOUSES TO TEACHERS SHOULD BE ON A BUSINESS BASIS, WITH NO IMPLICATION OF "CHARITY."

Nature of the recommendations. Both of these recommendations were directed to school boards, and were intended to ensure that teachers in outlying areas would be assured of suitable accommodation, for which they should be expected to pay a correspondingly appropriate rental.

Extent of implementation and significant factors. Two years after the Commission, recommendation 173 was reported by the Government to be under consideration by school boards (Two Years After, 1961:14). During 1960-1961 the ATA published a monograph entitled Teacher Housing. In the same year the Department of Public Works prepared plans and specifications for permanent-type portable, modern teacher residences, and these were made available to school boards wishing to use them (Report of the Department of Education, 1961:111). No further reference to teacherages may be found in the Reports of the Department of Education to 1969. ATA policy is virtually bereft of statements about teacher accommodation, the only reference being with regard to provision of notice of increases in teacherage rentals (Policy Resolution 5A.1(15) ATA Handbook 1969:187). In the absence of further statements, it must be assumed that the ATA is at least reasonably satisfied with the supply and operation of

teacherages in rural areas. Rieger (1970) is of the opinion that there seem to be few difficulties regarding the operation of teacherages. The ASTA in 1964 adopted as policy a resolution which stated:

Teacherages in rural areas should be constructed and rented on approved business bases (Policy Resolution 113, ASTA Handbook 1970:38).

Both recommendations would appear to be under continued implementation.

Summary of Recommendations on Other Matters of Payment

Tables 17 and 18 present the major findings of the section in outline form.

Recommendation 168 provides an example of a recommendation's being implemented in a way not foreseen by the Commission, although implementation appears to have been effected to an extent which would have been thoroughly approved by the Commission. Recommendations 169 and 170 were destined to failure even as they were being made, as with the introduction of the Government's new Student Assistance Act, and the discontinuing of the joint bursary system, these recommendations ceased to be relevant to the educational scene. They have therefore been classified "Not Considered" as discussion, in view of changed circumstances, would have been fruitless. Recommendation 171 was in effect at the time of the Commission, and its purpose appears to be obscure, as at no time was it ever considered that bursary holders should be given special consideration with regard to

Table 17

Extent to which Recommendations
on Other Matters of Payment
Have Been Implemented

Implemented in full	Implemented in part	Not Implemented	
		Rejected	Under consideration Not considered
168	173		169
171	174		170
172			

Table 18

Sources of Recommendations
and Implementing Groups

Number	Source	Directed to	Implementation effected by
168	Faculty; ATA School Boards	Provincial Government	Provincial Government
169	Commission	School Boards Provincial Government	Not implemented
170	One School Board	Provincial Government	Not implemented
171	Commission	Faculty; University	Faculty; University
172	Commission; Several briefs	Provincial Government	Provincial Government
173) 174)	Commission; ATA; ASTA; Lay groups	School boards	School boards

admission to the Faculty. Recommendation 172 anticipated the Provincial Government's Foundation Fund Program, and its implementation appears to be complete. Recommendations 173 and 174 to all appearances have been, and are, under continual implementation by at least the majority of school boards throughout the Province.

This group of recommendations demonstrates that where implementation has occurred, it was either in effect at least to some degree at the time of the Commission, or it was approved of, or supported by, the major educational groups. Where implementation has not occurred, in this group of recommendations, it was because the recommendations had lost their relevance.

CHAPTER 6

SUMMARY

This study set out to analyze the recommendations on teacher supply, preparation and payment which were made by the 1959 Alberta Royal Commission on Education. Two parallel studies on recommendations contained in other parts of the Commission's Report were conducted concurrently with the study. The analysis was conducted within the framework of a conceptual scheme made explicit at the outset. A general summary of the principal findings is contained in Table 19. It is now possible to bring together the various findings and to consider them in the light of several questions which together constituted the problem to be investigated.

1. At the time of the Commission, what were the principal areas of concern and the major issues with regard to teacher supply, preparation and payment?

The principal concern of all the major groups submitting briefs to the Commission was to relieve the shortage of qualified teachers. On the question of how this might be done there was some disagreement.

2. Among what sections of the community was concern expressed and what remedies were suggested by the various groups, organizations and individuals?

The major professional groups, the ATA and the

Table 19

General Classification of Recommendations

Number	Source	Directed to	Extent of Implementation	Approved by	Opposed by	Implemented by
131 first part	ATA; AFHSA; Faculty; ACRR	Minister	Implemented in full	Faculty; ATA; AFHSA		Minister of Education
131 second part	Commission	University Admissions Board; Dept. of Education	Not implemented		Not considered by University Admissions Board or Faculty	
132	Commission	University Admissions Board; Faculty	Implemented in part (continuous) (in effect at time of Commission)	Faculty; Department		Faculty; University Admissions Board
133	ATA; Faculty; Calgary Faculty	University Admissions Board; Faculty	Implemented in part (continuous) (in effect at time of Commission)	ATA; Faculty; Department		Faculty; University Admissions Board
134	ATA; AFHSA; Faculty	University Admissions Board; Faculty	Implemented in part (continuous) (in effect in part at time of Commission)	ATA; AFHSA; Faculty		Faculty; University Admissions Board

Table 19 (continued)

Number	Source	Directed to	Extent of Implementation	Approved by	Opposed by	Implemented by
135	Commission	Faculty; Department	Implemented in part (continuous) (in effect at time of Commission)	Faculty; Department		Faculty; Department
136	Commission	Department; Faculty	Implemented in full (in effect in part at time of Commission)	ATA; Faculty; Department		Department Faculty
136a	Faculty	Faculty	Not Implemented (not feasible)	ATA		
136b	ATA	Faculty	Implemented in part (continuous) (in effect in part at time of Commission)	ATA; AFHSA; Faculty		Faculty
136c	Commission	Faculty	Not implemented (not feasible)			
137	ATA; AFHSA; ACRR	School Boards	Implemented in part (continuous)	AFHSA; ASTA		School Boards
138a 138b	Commission	Unknown	Unknown	ATA; AFHSA; Department		

Table 19 (continued)

Number	Source	Directed to	Extent of Implementation	Approved by	Opposed by	Implemented by
138c	ATA; ACRR	Undefined	Implemented in part (continuous) (in effect in part at time of Commission)	ATA; AFHSA; Department		ATA; Faculty; School Boards; Department
139	Faculty; ATA; Calgary Faculty	Minister; BTEC	Implemented in part (proceeding) (in effect in part at time of Commission)	Faculty		Faculty
140a	Faculty; ATA; AFHSA; ACRR	Minister	Implemented in part (proceeding)	ATA; AFHSA; Faculty	(Some opposition from ASTA)	Minister
140b	Commission	Faculty; Boards; Department; ATA; ASTA	Not implemented (not feasible)	AFHSA		
140c						
140d						
140e						
141	Commission	Boards; University; Government	Implemented in part (continuous) (in effect in part at time of Commission)	ATA; ASTA		Boards; University; Government

Table 19 (continued)

Number	Source	Directed to	Extent of Implementation	Approved by	Opposed by	Implemented by
142	Commission	Boards; Teachers	Implemented in part (continuous) (in effect in part at time of Commission)	ATA; ASTA		ATA; School Boards
143	Commission	Boards	Implemented in part (continuous) (in effect in part at time of Commission)	ATA; ASTA		Boards; Teachers
144	ATA	Boards; Teachers	Implemented in part (continuous) (in effect in part at time of Commission)	ATA; ASTA		Boards; Teachers
145	Commission	Boards	Implemented in part (continuous)	ATA; ASTA		Boards
146	Faculty; ATA; ACRR; others	Minister; BTEC	Implemented in full	ATA; AFHSA; Faculty	Some opposition from ASTA and Department	Minister
147	Commission	Minister; BTEC	Implemented in part (proceeding)	AFHSA		Minister

Table 19 (continued)

Number	Source	Directed to	Extent of Implementation	Approved by	Opposed by	Implemented by
148	Commission	Minister; BTEC	Implemented in full			Minister
149	Coutts	Minister	Not implemented	ASTA; Department	ATA	
150	ATA; Commission	"Appropriate jurisdiction"	Not implemented (confusion over jurisdiction)	ATA		
151	Commission	Minister	Implemented in full (in effect at time of Commission)			Minister
152	Commission	Minister	Not implemented (not practicable)			
153	Lay groups	Faculty	Implemented in full (in effect at time of Commission)			Faculty
154	Lay groups; Commission	Faculty	Not implemented		Faculty	
155	Commission; Lay groups	ATA	Implemented in part (continuous) (in effect in part at time of Commission)	ATA		ATA

Table 19 (continued)

Number	Source	Directed to	Extent of Implementation	Approved by	Opposed by	Implemented by
156	Commission	Unknown	Unknown			
157-159	Commission	Boards	Not implemented	ASTA	ATA	
162	Commission	Boards; Minister	Implemented in full			Minister
160-161 163-165	Lay groups	Government; Minister	Not implemented	ASTA (161 and 163)	ATA Department (160)	
166	Commission	Government	Implemented in full	AFHSA		Government
167	Commission	Government	Implemented in part (continuous) (in effect in part at time of Commission)	ATA; AFHSA		Government
168	Faculty; ATA; Boards	Government	Implemented in full	ATA; AFHSA		Government
169	Commission	Boards; Government	Not implemented (not relevant)	ASTA		
170	One School Board	Government	Not implemented (not relevant)	ASTA		

Table 19 (continued)

Number	Source	Directed to	Extent of Implementation	Approved by	Opposed by	Implemented by
171	Commission	Faculty; University	Implemented in full (in effect at time of Commission)			Faculty; University
172	Commission; Several Briefs	Government	Implemented in full	ATA		Government
173-174	Commission; ATA; ASTA; Lay Groups	Boards	Implemented in part (continuous)	ASTA; ATA		Boards

Faculty, with strong support from the AFHSA and the ACRR, adopted the principle of high standards, advocating (1) full matriculation for entry to all teacher education programs, (2) degree status as the requirement for initial certification and (3) substantially increased salaries for qualified personnel.

The Department of Education and the ASTA did not see in the high standards approach a solution to the problem of staffing the schools. These groups believed that an adequate teacher supply had to be assured before consideration could be given the question of standards. The Department therefore adopted a conservative policy based on the understanding that standards for admission to teacher education programs and for initial certification could be raised only as it became apparent that enrolments at the Faculty were approaching a satisfactory level. The official view of the Department, and of the ASTA, was that for elementary teachers the gaining of a degree should not be a requirement of initial or permanent certification. On the matter of salaries, the ASTA view was that teachers should be paid at a "commensurate" level and that a system of merit pay should be introduced.

3. To what extent were the Commission's recommendations concordant with the views, policies and established practices of the various groups?

Table 19 reveals that on the major issues--standards for admission to teacher education, requirements for certification, and professional salaries--the Commission's

recommendations were in agreement with the policies of the professional groups, the AFHSA and the ACRR. The recommendations on merit rating were, however, at variance with ATA policy which opposed the introduction of merit pay systems anywhere in the Province.

The recommendations on working conditions, in-service education, central registry of teachers, out-of-province teachers, professionalism, pensions, financial aid to teachers in training, and geographic inducements to teachers, appeared to meet with general approval.

On recommendations dealing with the selection of candidates for teacher training, and with internship and practice teaching, differences of opinion existed among the professional groups. The recommendations on equating certificates and professional course credit for non-teacher specialists were opposed by the ATA and the Faculty respectively.

4. To what extent has implementation of the recommendations been achieved?

Recommendations and sections of recommendations were classified in terms of degree of implementation in accordance with criteria agreed upon by the three researchers. Table 19 shows that of the fifty-four separate items eleven were implemented in full, nineteen were implemented in part, twenty-one were not implemented, and three were unable to be classified.

5. What were the factors thought to have been

responsible for the success of some recommendations and the failure of others to achieve some degree of implementation?

Recommendations classified "Implemented in Full" exhibited one or more of the following characteristics. They were (1) suggested to the Commission by one or more of the major groups, (2) supported by the group or groups to which they were directed, (3) already in effect, in whole or in part, at the time of their making, (4) approved, or unopposed, by groups other than those to which they were directed, (5) not dependent for their implementation upon the outcome of negotiation, or (6) implemented as a result of the implementation of other recommendations of which they were a part.

In illustration of these various characteristics reference may be made to specific recommendations.

a. Recommendations related to the major issues of qualification requirements for entry to the Faculty (131) and requirements for permanent certification (146) were both strongly supported by the ATA, the Faculty, the AFHSA, and the ACRR. Each of these recommendations was brought into effect in stages by the Minister of Education, a circumstance which may be explained in part by the fact that some doubt existed among the School Trustees and certain Department of Education officers that implementation (at least of recommendation 146) was entirely warranted.

b. Several of the recommendations were in effect in whole or in part at the time of the Commission. These

included 136 (first part), 151, 153, 168 and 171.

c. Recommendations 148 and 162 were implemented as part of the new regulations governing certification, which came into effect in September, 1968.

d. None of these recommendations, at the time of its implementation, was opposed by the official representatives of any of the major groups on the BTEC.

e. Recommendation 166 did not come into effect until 1968, a circumstance which may be explained in part by the fact that it was subject to negotiation.

Recommendations classified "Implemented in Part" included those which in the view of the researcher were either (1) under continued implementation or (2) proceeding towards full implementation. Characteristics of the recommendations which are under continued implementation appear to be similar to those listed for recommendations classified "Implemented in Full." Where implementation of a recommendation has not yet been achieved, but where it is apparent that progress towards the objective of full implementation has been made, such recommendations were either (1) subject to negotiation, (2) the equal responsibility of two groups to implement, (3) directed to the Minister of Education, or (4) the responsibility of groups which apparently did not possess the capacity to effect full implementation. Specifically, of the recommendations classified "Implemented in Part,"

a. every one was either in effect to some degree at the time of the Commission, or part of the educational policy

of one or more of the major groups at the time of the Commission;

b. where implementation rested with the Minister of Education, it has proceeded slowly, in stages (similar to recommendations 131 and 146) and, in the case of recommendations 139, 140a and 147, is not yet complete;

c. where recommendations were accepted by certain groups as their particular responsibility, full implementation was sometimes prevented through lack of full control over all factors seen to be significant to the implementation (135 and 155);

d. where implementation was seen to rest primarily with groups other than those which would stand to benefit directly from the implementation, and where implementation depended upon the outcome of negotiation, progress was relatively slow (137, 141, 145, 167);

e. where responsibility was seen to rest equally with two groups working in cooperation, implementation was sometimes impeded by lack of agreement over procedures for implementation (142, 143, 144).

Recommendations classified "Not Implemented" appeared to exhibit one or more of the following characteristics. They were (1) opposed by the group or groups to which they were directed, (2) opposed by groups other than those to which they were directed, (3) under the circumstances, unfeasible, (4) irrelevant, (5) lacking the support of groups generally, or (6) subject to some confusion over the matter of

responsibility for implementation. In more specific terms,

a. where recommendations were seen to be at variance with policies and practices of groups to which they were directed, such groups to all appearances rejected them (154);

b. where implementation was seen by groups other than those to which they were addressed to have implications which could be damaging to the interests of the membership of those groups, implementation was opposed and did not occur (149, 157-159, 161, 163-165);

c. some recommendations were not implemented because the possibility of their implementation was contingent upon the implementation of certain other recommendations (140b, c, d, e);

d. implementation was sometimes considered unfeasible under the circumstances prevailing at the time, by the groups seen to be responsible for their implementation (136a, 136c, 152);

e. those for which relevance was seen to have passed at the time of the appearance of the Commission's Report, were to all appearances disregarded by the groups to which they were directed (169, 170);

f. where confusion existed over the matter of responsibility for implementation, no action was taken to implement (150);

g. the great majority were not suggested to the Commission by any of the major educational groups, nor were they supported to any extent by these groups subsequent to

the Commission (131 second part, 140b, c, d, e, 149, 154, 157-161, 163-165, 169, 170).

CONCLUSIONS

The conclusions which follow are based on a study of the interplay of factors which came into operation to influence the fate of certain recommendations made by the Alberta Royal Commission on Education. They should be regarded at this stage as highly tentative; they are at best merely suggestive of further study, as the broad scope of the present study did not permit meticulous research into any specific recommendation. Suggestions for further research are made at the end of this section of the study.

1. Recommendations which are in full accord with the policies and practices of the groups to which they are directed, and which are supported by all other groups which might be affected by their implementation, are likely to be implemented in full.

2. Recommendations which have achieved some degree of implementation before their appearance in the official Report, are likely to be further implemented.

3. Recommendations which are directed to the Minister of Education are likely to be implemented in stages, and then only if all major educational groups, and their representatives on the BTEC, are in agreement.

4. Recommendations bearing on internal matters of the major professional groups are likely to be implemented

only if such recommendations are in accord with the existing policies and practices of those groups.

5. Recommendations bearing on internal matters of the major professional groups are not likely to be implemented if those groups believe that implementation under the circumstances is not feasible.

6. Where recommendations are seen by the groups to which they are directed to have no benefit to those groups, they are likely to be disregarded.

7. The function of the Board of Teacher Education and Certification in influencing the implementation of recommendations directed to the Minister of Education is significant.

8. Recommendations which are not clearly directed to particular groups for implementation (or seen to be clearly so directed) are not likely to achieve implementation.

9. Where implementation of a recommendation depends upon the outcome of negotiation between certain groups, implementation is likely to be delayed.

10. Where implementation is seen to be the equal responsibility of two groups working in cooperation, implementation may be prevented or delayed by differences between these groups.

11. Recommendations directed to school boards, the implementation of which requires the release of teachers from duty on pay, are likely to be implemented slowly, and then only by boards of the larger school systems.

12. The function of Department of Education officers in promoting the implementation of recommendations with which they are in accord is significant.

13. The function of the Alberta School Trustees' Association in influencing the implementation of recommendations directed to the Minister of Education is significant.

14. Recommendations which are primarily the making of the Commission, and which are not already either in effect or included in the policy statements of the various groups to which they are directed, are not likely to achieve implementation.

15. Recommendations which are seen by groups other than those to which they are directed to have implications which might be injurious to the membership of those groups are likely to be opposed by those groups and implementation prevented.

This study has found that exceedingly complex forces were at work in the processes involved in implementation or non-implementation of recommendations. A variety of factors was found to be generally responsible for the fact that some recommendations were implemented in whole or in part, while others were not implemented. If any clear direction for future investigating committees on education emerges from the study it would be that recommendations are most likely to achieve implementation when they are consistent with the policies of the groups to which they are directed, and are supported by all the major groups concerned with education.

In no instance did a recommendation reach the stage of full implementation when it failed to meet these conditions, and where implementation was delayed or prevented, it was in most cases because among the principal groups there existed less than full agreement on either the substance of the recommendation or on the manner in which implementation should be effected.

Several significant forces were revealed by the investigation undertaken for this study although the broadness of its scope did not permit these forces to be examined in detail. Future research into the contribution of Royal Commissions to educational change might well focus on one of these forces in an attempt to assess its influence in the processes by which recommendations are brought to the stage of implementation, or by which they are prevented from reaching that stage. Some areas which may prove to be fruitful for future research are suggested hereunder:

1. The function of the Board of Teacher Education and Certification in influencing the implementation of recommendations directed to the Minister of Education.

2. A comparative study of the extent to which rural systems and urban systems, small systems and large systems, are disposed to implement certain recommendations which are directed specifically to School Boards.

3. The political influence of the Alberta School Trustees' Association with regard to the implementation of recommendations directed to the Minister of Education.

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APPENDIX

RECOMMENDATIONS ON THE SUPPLY, PREPARATION
AND PAYMENT OF TEACHERS

THE SUPPLY OF TEACHERS

1. Selection

- 131. That all entrants to the Faculty of Education possess complete Alberta matriculation or its equivalent including the academic mathematics and science courses through the grade XI level.
- 132. That there be continued flexibility in the details of matriculation (the present B.Ed. requirements, for example, permitting some choice among high school courses).
- 133. That proficiency in both oral and written English be stressed in teacher selection and in teacher education.
- 134. That serious study of the relationship between high school achievement and university success (such as the Alberta Matriculation Study) be continued and intensified.
- 136. That major authority and responsibility for selection and screening be vested in the Faculty of Education. It is further recommended:
 - (a) that field personnel and interview teams from the Faculty operate to increase the effectiveness of selection,
 - (b) that selection and screening continue throughout the candidate's course at the university,
 - (c) that notwithstanding anything said heretofore, criteria and procedures be evolved appropriate to all the foregoing, and that these criteria and procedures be public information.

2. Recruitment and Retention

137. That working conditions be so improved that the benefits of professional preparation can be fully realized: for example,
- (a) a lower pupil-teacher ratio, and a reasonable teaching load,
 - (b) non-professional assistance for routine duties,
 - (c) more clerical and stenographic help,
 - (d) non-professional supervision of cafeterias, study halls, etc.
138. That a suitable public relations program be developed in order to:
- (a) create public awareness of the importance of education,
 - (b) develop public understanding of educational problems,
 - (c) convey to potential recruits the opportunities and rewards in teaching.

THE PREPARATION OF TEACHERS

1. Pre-Service Education

139. That in order to achieve the improvements visualized within our educational system, all teachers--regardless of the grade level at which they will teach--be prepared for their vocation by means of the fourfold program outlined above.
140. (a) That the minimum requirements for all teachers be four years of University work, including a degree;
- (b) that during the first 2 years but not within the university term the candidate must complete 3 months of practice teaching;
- (c) that on the completion of 2 years of

training the candidate may serve an internship of one year, after which he will return to continue his university course, in which regard at least one full academic year intramurally must be required;

(d) that a prescribed program of supervision and guidance be organized by the Faculty of Education, Department of Education, teachers' and trustees' associations with regard to interns and all teachers entering service for the first time;

(e) that during the year of internship candidates be placed on salary at the lowest level of the current salary scale.

2. Continuing Education

141. That continuing education be encouraged by such means as the following: leave of absence with pay, for study or travel; provision of refresher courses; provision of research facilities; development of education clinics; development of professional and public libraries.

3. In-Service Education

142. That in-service education for teachers be encouraged, provided, and expanded along the lines suggested in this section.

143. That such programs be operated locally within each school system.

144. That responsibility for planning and organizing such programs lie jointly with the administration and the teaching staff.

145. That regular salary during such programs, together with incidental expenses, continue to be paid by the administration.

PROFESSIONAL CERTIFICATION

1. General

146. That the B.Ed. degree or its equivalent be the requirement for permanent certification of elementary and secondary school teachers.
147. That the Department of Education develop a transition plan whereby Recommendation 146 may be implemented. It is further recommended:
- (a) that all elementary teachers entering regular* service during the period 1963-67 inclusive be required to have a minimum of two years of education toward the B.Ed. degree, and all secondary teachers be required to have a minimum of three years;
 - (b) that all elementary teachers entering regular* service during the period 1968-70 inclusive be required to have a minimum of three years of education toward the B.Ed. degree, and all secondary teachers be required to hold the B.Ed. degree;
 - (c) that all elementary teachers entering regular* service in 1971 and thereafter be required to hold the B.Ed. degree.

*This does not refer to internship.

148. That teachers commencing service under the transition plan, Recommendation 147, be awarded provisional certificates valid for a period of three years, and subject to re-validation for successive periods of three years upon receipt of evidence that the holders have made further progress toward the B.Ed. degree.

2. Equating Certificates

149. That a stage of preparation be noted on all current and future certificates, and that the placement of teachers on salary schedules be determined by complete stages.

3. Central Registry of Teachers

150. That a Central Registry of Teachers be organized under appropriate jurisdiction--the Department of Education, the University, or both--the prime functions of which will be to maintain records of every aspect of the composition of the teacher force.

4. Out-of-Province Teachers

151. That out-of-province teachers who already hold permanent certification at the level of the new requirements receive an interim certificate in Alberta, this certificate to be made permanent when performance is judged satisfactory.
152. That other out-of-province teachers be subject to the new requirements as recommended.

5. Non-Teacher Specialists

153. That an evaluation of the individual's competence in content be made, and appropriate credits assigned, by the Faculty of Education.
154. That an evaluation of the individual's competence in other aspects of teacher preparation (presumably in terms of the fourfold approach), together with an assessment of additional qualifications needed for certification, be made by a committee on special certificates consisting of three members of the Faculty of Education, the Registrar of the University, and a competent teacher in the appropriate field of specialization.

PROFESSIONALISM

155. That the A.T.A. have and accept the responsibility of jurisdiction over the competence and ethics of its membership so that its corporate actions are seen as professional.
156. That the A.T.A. be recognized as having the responsibility of making careful recommendations

to appropriate bodies regarding all aspects of education, and that such recommendations receive equally careful consideration.

THE PAYMENT OF TEACHERS

1. Merit Rating

157. That teachers without permanent certification be limited to three experience increments.
158. That with the exception of Recommendations 159 and 160 all teachers be limited to six years of automatic experience increments.
159. That school boards be permitted to extend experience increments beyond six years for an additional four years in the case of individual teachers judged to be superior.
160. That a Master Teacher group, including from one to five percent of the teaching force and with salaries at least \$2,000 higher than that of the other teachers, be established on a provincial basis.
161. That a transition plan be developed so that teachers will be transferred to an appropriate category in the new plan (Recommendations 157-160 inclusive), no teacher being reduced in salary as a result.
162. That all teachers who do not achieve permanent certification or improve their qualifications, as the case may be, within the time allowed for these purposes, thereafter have no security of tenure until they have done so.
163. That teachers be called upon to assist in the development of criteria for rating, of a standard rating form, and of the composition of the rating team.
164. That a review board consisting of a high official of the Department of Education (the Deputy Minister or his representative), a representative of the A.T.A., and a representative of the A.S.T.A., be established to review ratings which have been found unsatisfactory or are otherwise in question.

165. That the teacher in all cases have the right of appeal through the Minister to a board of reference set up by the Lieutenant-Governor-in-Council under section 351 of the present School Act.

2. Pensions and Similar Benefits

166. That in view of the teacher shortage and of the valuable service that can be contributed by many teachers over age 65, the restriction on the receipt of pension by such teachers while teaching in Alberta public schools be removed.
167. That pensions and other benefits be reviewed and improved in both provisions and practices.

3. Financial Aid to Teachers in Training

168. That a comprehensive system of scholarships, loans and grants for teacher education be carefully planned and instituted at the provincial level.
169. That bursaries be sponsored locally, but assisted provincially, as a means of meeting the teacher shortage.
170. That any breach of contract associated with bursaries be met with a penalty more severe than the mere repayment of the bursary.
171. That the recipients of bursaries be subjected to the same requirements for admission to teacher education as apply generally.

4. Geographic Inducements to Teachers

172. That within the total grants structure a system of special equalization grants towards instructional costs be adopted to safeguard the abilities of school boards to pay adequate salaries.
173. That in providing teacherages in rural areas, National Housing Act provisions should be thoroughly explored by local boards.

174. That the rental of houses to teachers should be on a business basis, with no implication of "charity."

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